# COMMUNITY ANTICRIME ASSISTANCE ACT OF 1973

GOVERNMENT

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KANSAS STATE UNIVERSITY HEARINGS

SUBCOMMITTEE ON CRIME

OF THE

COMMITTEE ON THE JUDICIARY HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

FIRST SESSION

ON

H.R. 9175, H.R. 9809, and H.R. 10602

COMMUNITY ANTICRIME ASSISTANCE ACT OF 1973

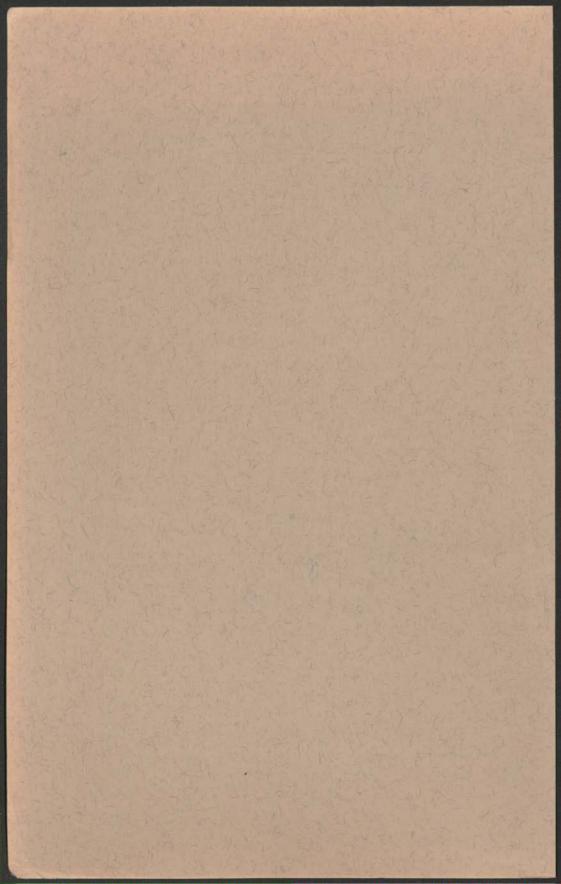
SEPTEMBER 13, 20, AND OCTOBER 10, 1973

Serial No. 23

PART 1



Printed for the use of the Committee on the Judiciary



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U.S. GOVERNMENT PRINTING OFFICE WASHINGTON: 1973

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# COMMUNITY ANTICRIME ASSISTANCE ACT OF 1973

## THURSDAY, SEPTEMBER 13, 1973

House of Representatives, SUBCOMMITTEE ON CRIME OF THE COMMITTEE ON THE JUDICIARY, Washington, D.C.

The subcommittee met, pursuant to notice, at 10:15 a.m. in room 2141, Rayburn House Office Building, Hon. John Conyers, Jr. [chairman of the subcommittee] presiding.

Present: Representative Conyers, Sarbanes, Rangel, Thornton,

Owens, Fish, Cohen, and Froehlich.

Also present: Representatives Bingham and Holtzman.

Staff present: Maurice A. Barboza, counsel, and Alexander B. Cook, associate counsel.

Mr. Conyers. Good morning, ladies and gentlemen. Welcome to the first hearing of this Subcommittee on Crime, which is part of the

Judiciary Committee of the House.

My name is John Conyers, Congressman from the First District of Michigan, and chairman of this subcommittee. The subcommittee is pleased that all of you could join us this morning. We think we have some important and interesting matters to consider. Today we are beginning the first of a series of hearings on the "Community Anticrime Assistance Act of 1973." It is numbered 9175.

This legislation was introduced by myself and the ranking minority member of the Subcommittee on Crime, Congressman Hamilton Fish, Jr., as well as a separate copy introduced by the chairman of the Judiciary Committee, Mr. Rodino, of New Jersey, which is numbered

H.R. 9809. [The following identical bills were considered during the course of these hearings: H.R. 9175 by Mr. Conyers and Mr. Fish, July 10, 1973; H.R. 9809 by Mr. Rodino, August 2, 1973; H.R. 10602 by Mr. Convers for himself, Mr. Fish, Mr. Railsback, Mr. Bingham, Mr. Stark, Mr. Badillo, Mr. Clay, Mr. Hawkins, Mr. Brown, Mr. Moakley, Mr. Riegle, Mr. Blackburn and Mr. Harrington. The text of H.R. 9175 follows:]

# H. R. 9175

## IN THE HOUSE OF REPRESENTATIVES

JULY 10, 1973

Mr. Conyers (for himself and Mr. Fish) introduced the following bill; which was referred to the Committee on the Judiciary

# A BILL

- To provide Federal assistance to cities, combinations of cities, public agencies, and nonprofit private organizations for the purpose of improving police-community relations, encouraging citizen involvement in crime prevention programs, volunteer service programs, and in other cooperative efforts in the criminal justice system.
- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 That this Act may be cited as the "Community Anticrime
- 4 Assistance Act of 1973".
- 5 FINDINGS AND PURPOSE
- 6 SEC. 2. (a) Congress hereby finds and declares that
- 7 the high incidence of crime in our Nation has reduced the
- 8 spirit and community pride of our citizens; that crime breeds

1	in the streets and corruption in government when citizens are
2	apathetic toward their community and institutions; that one
3	of the most effective methods of reducing crime is to involve
4	citizens and the private sector in cooperative anticrime pro-
5	grams with local governments; that crime prevention pro-
6	grams instituted by citizens over the past several years have
7	had a measurable effect on reducing crime and improving
8	citizen cooperation with local law enforcement agencies; and
9	that there is no coordinated Federal program to assist citizens
10	in cooperative anticrime programs with local governments.
11	(b) Congress further finds that crime is a national prob-
12	lem that must be dealt with by linking the total resources
13	of the Federal, State, and local governments with the efforts
14	of citizens and the private sector at the neighborhood level
15	(c) It is therefore the declared policy of Congress to
16	provide anticrime assistance grants to cities, combinations of
17	cities, public agencies and nonprofit private agencies for the
18	purpose of involving citizens and the private sector in co
19	operative anticrime programs with local governments.
20	TITLE I-GRANTS TO CITIES AND PUBLIC
21	AGENCIES
22	STATEMENT OF PURPOSE
23	SEC. 101. The purpose of this title is to assist cities, com
24	binations of cities, and public agencies to establish community
25	relations programs and volunteer service programs in the
26	criminal justice system.

1	GRANTS
2	Sec. 102. (a) The Director of the Community Relations
3	Service in the Department of Justice (hereinafter in this
4	Act referred to as the "Director") is authorized to make
5	grants to, or cooperative arrangements with, cities and com-
6	binations of cities with a population of not less than one
7	hundred thousand and public agencies thereof, including
8	regional planning organizations, to meet all or part of the
9	cost of establishing or operating, including the cost of plan-
10	ning, programs designed to carry out the purposes of this title.
11	(b) Grants and cooperative arrangements made under
12	this title may be made to carry out programs including—
13	(1) programs to encourage the participation of in-
14	dustry, businesses, labor unions, and other private enter-
15	prises in crime prevention efforts of the city and the
16	neighborhood in which they are located;
17	(2) the recruiting and training of police-commu-
18	nity relations officers, which includes the development of
19	programs of police training and education to sensitize
20	police to the needs of the community;
21	(3) the recruiting and training of community serv-
22	ice officers to serve with and assist police departments
23	in the discharge of their duties through such activities
24	as recruiting police officers, improvement of police com-
25	munity relations, and grievance resolution mechanisms;

1	(4) the recruiting, organization, and training of citi-
2	zen preventive patrols for the purpose of patrolling apart-
3	ment buildings, neighborhoods, and schools;
4	(5) the recruiting and training of police aides (paid
5	or volunteer) including minority aides and youth aides;
6	(6) the recruiting of minority police officers;
7	(7) programs to encourage the reporting of crime
8	and the marking and identification of personal property;
9	(8) the establishment of community structures to
0	coordinate all citizen programs; and
1	(9) to improve police procedures in effecting arrests
2	and to improve arrest procedures, including programs to
3	issue summons in lieu of arrest to reduce unnecessary
4	arrests for nonviolent crimes.
15	CONDITIONS OF GRANTS
16	SEC. 103. (a) The Director shall require, whenever
17	feasible, as a condition of approval of a grant under this title,
18	that the applicant contribute money, facilities, or services, to
19	carry out the purpose for which the grant is requested. The
20	contribution required under this subsection shall not exceed
21	25 per centum of the cost of each program assisted under this
22	title.
23	(b) Grants and cooperative arrangements under this title
24	may be made only upon an application to the Director, which
25	contains—

1 (1) satisfactory assurances that such applicant will
2 place special emphasis upon programs, which involve
3 disadvantaged persons and minority groups in the criminal justice system;

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- (2) satisfactory assurances that such applicant will make special efforts to assure that programs established under this title are directed to the areas of the city with the highest incidence of crime;
- (3) satisfactory assurances that such applicant has consulted on its application with local public agencies and nonprofit private agencies located in the geographic area of the city to be served and has adopted procedures to coordinate its program with related efforts being made by such other agencies;
- (4) satisfactory assurances that maximum use will be made under the program of other Federal, State, or local resources available for the provision of services requested under this Act;
- (5) satisfactory assurances that in developing programs, the applicant will give public agencies and nonprofit private agencies providing services within the geographic area to be served opportunity to present their views to such applicant with respect to such programs;
- (6) satisfactory assurances that such applicant will institute procedures for evaluating the operation of each

1	program operated by it under this title, including the
2	maintenance of records on the disbursement of grants,
3	and will report in full to the Director annually during the
4	period such program is assisted under this title on the
5	functions and services performed by such program, the
6	disbursement of grant funds, and any innovations made
7	to meet the needs of the geographic area where such
8	program is in operation;
9	(7) a description of all community relations pro-
10	grams and citizen volunteer programs in the criminal
11	justice system established by the applicant city, or com-
12	bination of cities including public agencies thereof, or
13	applicant public agency which shall be current to the
14	date of each subsequent application for grants; and
15	(8) a statement of the method or methods of link-
16	ing the resources of public agencies and nonprofit pri-
17	vate agencies providing services relating to the purpose
18	of the grant application.
19	TITLE II—GRANTS TO NONPROFIT PRIVATE
20	AGENCIES
21	STATEMENT OF PURPOSE
22	Sec. 201. The purpose of this title is to assist nonprofit
23	private agencies in efforts to establish crime prevention pro-
24	grams and volunteer service programs in the criminal justice

25 system.

7.

1	GRANTS
2	Sec. 202. (a) The Director is authorized to make grants
3	to, or cooperative arrangements with, nonprofit private agen-
4	cies to meet all or part of the cost of establishing or operat-
5	ing, including the cost of planning, programs designed to
6	carry out the purposes of this title.
7	(b) Grants and contracts under this title may be made
8	to carry out programs including—
9	(1) programs to encourage the reporting of crime
10	and the marking and identification of personal property;
11	(2) programs to enhance the delivery of social serv-
12	ices into neighborhoods such as the removal of waste,
13	street cleaning, building inspection, recreational facilities,
14	and improved street lighting;
15	(3) programs to provide volunteer escorts for elder-
16	ly citizens and other persons requiring assistance to and
17	from their residences in high crime areas;
18	(4) programs to provide counseling to ex-offenders,
19	narcotics addicts, and persons on probation;
20	(5) programs to improve communications between
21	the community and police departments;
22	(6) programs to provide alternatives to incarcera-
23	tion (including release to the custody of community pro-
24	grams) for persons convicted of minor or victimless
25	crimes; and

1	(7) programs of citizen crime commissions estab-
2	lished for the purpose of combating the influences of
3	organized crime.
4	CONDITIONS OF GRANTS
5	SEC. 203. (a) To qualify for grants under this title
6	a nonprofit private agency shall have been in continuous
7	operation for a period of at least one year before the date
8	of application and shall demonstrate that it can satisfactorily
9	administer the program for which a grant is requested.
.0	(b) Grants and contracts under this title may be made
1	only upon application to the Director, which contains satis-
2	factory assurances that—
3	(1) the applicant will maintain adequate records
14	on the disbursement of grants under the Act which will
15	be made available upon request to the Director; and
16	(2) the applicant will make available to the entire
17	community that it normally serves and where it is geo-
18	graphically located, on a nondiscriminatory basis, the
19	benefits of any program instituted by it under this title.
20	TITLE III—ADMINISTRATION
21	APPLICATIONS FOR GRANTS
22	SEC. 301. (a) In addition to the requirements for ap-
23	plications set forth in sections 103 (b) and 203 (b), the
24	Director shall require each application for a grant under
25	this Act to include—
26	(1) a description of the purpose of the program;

1	(2) a description of the anticipated use of funds
2	under the grant;
3	(3) a description of the geographic area of the
4	community in which the program will be carried out
5	and the incidence of crime in such area;
6	(4) a description of the extent that the program
7	anticipates assistance, financial or otherwise, from de-
8	partments or agencies of the Federal, State, or local
9	governments; and
10	(5) a description of the anticipated number of
11	citizens who will participate in the program or be bene-
12	fited by its operation.
13	(b) The Director shall provide assistance in filing an
14	application under this Act to any applicant requesting such
15	assistance.
16	TECHNICAL ASSISTANCE
17	Sec. 302. The Director shall provide technical assistance
18	to cities, combinations of cities, public agencies, and non-
19	profit private agencies either directly or through contracts
20	with other Federal departments or agencies to enable such
21	recipients to fully participate in all programs available under
22	this Act.
23	COOPERATION BETWEEN AGENCIES
24	SEC. 303. The Director in the administration of this
25	Act shall consult and cooperate with the Secretary of Health,

Education, and Welfare, the Secretary of Housing and Urban Development, the Director of ACTION, and any other department or agency of the United States which performs func-3 tions related to the purposes of this Act. HEARINGS 5 SEC. 304. The Director shall, on the application of any 6 person claiming to be aggrieved by the denial of assistance 7 under this Act, give such person a public hearing to determine if such person was so aggrieved. If the Director determines if such person was so aggrieved, he shall grant, in 10 whole or in part, the assistance with respect to which such 11 hearing was held. 12 RESTRICTIONS ON USE OF FUNDS 13 SEC. 305. Not more than one-third of any grant made 14 under this Act shall be used for the lease or rental of any 15 building or space therein. No part of any grant may be used 16 to purchase buildings or land or for research, except to the 17 extent such research is incidental to the carrying out of pro-18 grams under this Act. 19 DEFINITIONS 20 SEC. 306. For purposes of this Act-21 (1) The term "city" means any city in any State, or in 22 the Commonwealth of Puerto Rico, the Virgin Islands, 23 Guam, or American Samoa, and includes the District of 24 Columbia. 25

- 1 (2) The term "combination of cities" means two or 2 more cities, towns, or other units of general local government 3 and includes county, parish, or any other equivalent govern-4 mental subdivisions of a State or territory of the United 5 States with a population of not less than one hundred 6 thousand.
- 7 (3) The term "public agency" means any department,
  8 agency, or instrumentality of any city or combination of cities
  9 with a population of not less than one hundred thousand.
  10 This would include regional planning organizations estab11 lished for the purpose of developing comprehensive planning
  12 and coordinating efforts to meet common problems.
- 13 (4) The term "criminal justice system" means the po-14 lice, criminal courts, prosecutors, and correctional depart-15 ments of the Federal, State, and local governments.
- (5) The term "community relations program" means any activity established by a city, combination of cities, or public agency thereof that incorporates the participation of citizens for the purpose of improving the delivery of services relating to the criminal justice system of such city, combination, or public agency to the community.
- 22 (6) The term "crime prevention program" means any 23 activity using the services of citizens established and regulated 24 by a nonprofit private agency for the purpose of performing

- 1 cooperative functions relating to any component of the crim-
- 2 inal justice system.
- 3 (7) The term "volunteer service program" means any
- 4 activity using the volunteer services of citizens established by
- 5 a city, combination of cities, public agency thereof, or non-
- 6 profit private agency and regulated by a component of the
- 7 criminal justice system for the purpose of providing assistance
- 8 to such component.
- 9 DURATION OF PROGRAMS
- 10 SEC. 307. The Director shall carry out the programs
- 11 provided for in this Act during the fiscal years ending June
- 12 30, 1974, and June 30, 1975.
- 13 AUTHORIZATIONS
- 14 SEC. 308. There is authorized to be appropriated for
- 15 grants and cooperative arrangements under title I of this Act
- 16 \$25,000,000 for each of the fiscal years ending June 30,
- 17 1974, and June 30, 1975. There is authorized to be appro-
- 18 priated for grants and cooperative arrangements under title
- 19 II of this Act \$25,000,000 for each of the fiscal years ending
- 20 June 30, 1974, and June 30, 1975.

Mr. Conyers. In this first hearing, we are very pleased and honored to hear testimony from the mayor of the city of New York and a

number of his aides, whom we will introduce shortly.

Might I say that the focus of these hearings is to determine, first, to what degree citizens are involved in the criminal justice system as volunteers and in other capacities. Then we want to determine whether citizen involvement has a positive effect on the prevention and reduction of crime at the local level. If citizen involvement is found to be an effective method of reducing and preventing crime, how can the Federal Government best encourage and assist the efforts of citizens to become actively involved in the criminal justice system?

The "Community Anticrime Assistance Act" would, to describe it briefly, provide Federal assistance to local governments, public agencies, and nonprofit private organizations, for the purpose of improving police-community relations, encouraging citizens to become active in crime prevention programs, and in volunteer service programs, and

in other cooperative efforts in the criminal justice system.

The subcommittee will hear from a number of witnesses on this legislation. The Attorney General of the United States has agreed to come before this subcommittee; distinguished Members of Congress, including the Senate, are going to give testimony on this subject; officials of the Law Enforcement Assistance Administration are going to join us; as well as the Community Relations Service of the Justice Department; and mayors, police chiefs, business, labor and private citizens across the country.

Before we call on our first witness, I would like to recognize the ranking minority member of the subcommittee, Congressman Hamilton Fish, Jr., for comments that he might wish to make at this time.

Mr. Fish. Thank you, Mr. Chairman.

I don't want to take time from our witness, the mayor of that great city of New York, who I know has to get back to the city for official business there, and I welcome you, Mayor Lindsay, before our subcommittee. This is a new subcommittee, with a very important task, to work with and help people like yourself in this total effort against crime in the United States.

Thanks for being with us.

Mr. Conyers. I would also like to recognize another distinguished member of the New York delegation, the Honorable Charles B.

Rangel.

Mr. Rangel. I want to thank my mayor for coming here. Since I have been in the Congress as a Representative from the city of New York, it has made me feel very proud to be a native New Yorker, particularly thanks to John, who has risen above the partisan labels and has tried to keep us moving forward together. So it is a great honor for us to have him take time out from his many burdens and responsibilities in New York to help us today as we work toward the solution of the Nation's severe crime problem.

Mr. Conyers. Mr. Thornton of Arkansas, a member of our committee, is with us.

If you have any opening comments, I would be delighted to recog-

nize you now.

Mr. Thornton. Thank you, Mr. Chairman. I would just like to say it is a very auspicious way to begin this very important series of hearings. We welcome the mayor.

Mr. Conyers. Down on the end, but far from the least, is Wayne

Owens, our distinguished member from the State of Utah.

Mr. Owens.

Mr. Owens. Thank you, Mr. Chairman. I have no specific comments.

Mayor, delighted to have you here.

Mr. Conyers. On the other end is Congressman William S. Cohen from the State of Maine.

Congressman Cohen.

Mr. Cohen. Thank you, Mr. Chairman. I think I will reserve any

questions I have for the mayor following his testimony.

We welcome you here and note that we are off to a very good beginning. This is perhaps the biggest attendance we have had since I have been here. I would hope the mayor of New York has also seen the fact he is bringing out television cameras as well as bringing us to the attention of the public.

Mr. Conyers. And from Wisconsin, another member of this sub-

committee, Mr. Harold Froehlich.

Mr. Froehlich. Thank you, Mr. Chairman. I have no comments at

this time.

Mr. Conyers. With the mayor of New York is the chief of police for the City of New York, Mr. Mike Lonergan; the assistant police commissioner, Mr. William Johnson; deputy inspector of police, Mr. Adam Butcher; Mr. Raymond Kelley; and perhaps others that the mayor

would like to have introduced.

I am particularly pleased to welcome Mayor Lindsay because when I began my career in the Congress and was assigned to this committee, it was there that I first met John V. Lindsay. He served in the Congress as a member of this Judiciary Committee. He was a tireless and diligent member and although be did not have the most seniority, or even much seniority, he was articulate and thoughtful, and was influential on many occasions during his tenure here in the Congress.

I enjoyed our relationship and have had the pleasure, as many of

us on the committee, of continuing my association with him.

It is out of that warm background, Mayor Lindsay, that we welcome you here to be the first witness during this series of hearings, and, as a matter of fact, the first witness to appear before the subcommittee on crime, which, as you know, is a new subcommittee of the Judiciary Committee.

Mayor Lindsay, if you have a prepared statement, it will be inserted in the record, and you may proceed with your testimony in

whatever manner you wish.

Welcome.

TESTIMONY OF HON. JOHN V. LINDSAY, MAYOR, CITY OF NEW YORK, ACCOMPANIED BY MIKE LONERGAN, CHIEF OF FIELD SERVICES AND ACTING CHIEF OF OPERATIONS; WILLIAM JOHNSON, ASSISTANT TO THE POLICE COMMISSIONER; ADAM BUTCHER, DEPUTY INSPECTOR AND COMMANDING OFFICER OF CRIME PREVENTION SQUAD; AND SGT. RAYMOND KELLEY, CRIME PREVENTION SQUAD

Mayor Lindsay. Thank you very much, Mr. Chairman and members of the committee.

It is very good to be back again in the Judiciary Committee chamber. And I thank all of the members of the committee for your very kind words of welcome, especially, of course, my dear friend and colleague,

the Representative from New York, Congressman Rangel.

I also want to compliment the Judiciary Committee and its leader-ship—your chairman, Congressman Rodino, and ranking minority members—on the wisdom of establishing this new subcommittee on crime, and the clearly meritorious selections that have been made for positions on that subcommittee. It is a very useful and important development in the structure of the Congress and its procedures.

Let me just reintroduce my colleagues who are with me here. At my right is Chief of Field Services and Acting Chief of Operations, Mike Longergan, New York City Police; immediately to his right, Mr. Wil-

liam Johnson, assistant to the police commissioner.

The police commissioner wanted very much to be here but could not join Chief Lonergan and the other personnel because of an overwhelmingly prior commitment. But he is well represented by his top commander.

On my immediate left is Deputy Inspector Adam Butcher, commanding officer of our crime prevention squad; and on his left is

Sergeant Ray Kelley of the crime prevention squad.

The subject is the "Community Anticrime Assistance Act of 1973." Mr. Chairman, and the gentleman from New York, Mr. Fish, I compliment you on your drafting of the introduction of the bill, and I hope that these hearings on the subject of your bill will be productive

and helpful to this critical problem in the country.

In recent years, no other subject has generated as much heated rhetoric, political debate, and public studies as the problem of crime. We have seen this traditional subject of local concern elevated to a national issue with Presidential candidates debating crime statistics and the Attorney General being personally blamed for crime. No fewer than four Presidential commissions have studied aspects of the crime

problem since 1967.

But despite all the noise and heat, the National Government has hardly given us forceful, courageous, or effective leadership. Declarations announcing the "end of the crisis" and the "turning of the corner" neither end a crisis nor turn any corners. All of us know the level of fear and insecurity that still exists in almost every community of America—large and small, urban, suburban and rural, north and south. Indeed, one of the extraordinary changes in national consciousness over the past few years has been the spread of crime and the widened sense of fear to every corner of the land. Ironically, some

of the Nation's major cities-long portrayed by the media as the centers of crime—are now faring relatively better than many small cities and suburban areas which are suddenly feeling increased crime pressures and are far less well prepared to cope with them.

My own city suffers frequently from this misconception. We certainly have serious problems, but we have worked hard to reform, modernize, innovate, and improve our anticrime programs. Seven years ago, when I first took office as mayor, New York City had the second highest overall crime rate of the Nation's 25 largest cities. In contrast, the most current FBI statistics for the first 3 months of this year show that we are now 19th in overall rate of crime.

This is, of course, hardly grounds for satisfaction or relaxation of our efforts. Crime remains the single greatest concern of the people of my city. And we are responding by intensifying our efforts in virtually

every area of law enforcement and crime fighting.

These efforts include:

Hiring 3,150 new police officers this year, raising our police Department to 31,232 uniformed officers by the end of the year. We are also hiring 2,300 civilians, most of whom will perform clerical and administrative functions, thereby freeing police for direct street patrol and law enforcement duty. Total police department personnel by this year's end will be 38,000.

To strengthen street patrols while this hiring program is proceeding, I have just authorized \$3.5 million in police overtime through the end of the year. That is for the 90-day period begin-

ning September 15.

We have totally modernized police facilities, building the Nation's most modern police headquarters—a \$50 million structure scheduled to open next month—and 28 new police precinct station houses in a 6-year period, more than were built in the last 65 years combined.

We've established the most modern police emergency communications network, with the first 911 dangerous emergency number, a \$5 million SPRINT computer dispatch system, over 4,000 walkie-talkies to connect every man on patrol, and we are now proceeding with the installation of 14,000 street-corner police-fire emergency voice call boxes.

We have innovated with patrol techniques, using decoy anticrime teams and neighborhood police teams with remarkable

success.

We have substantially increased our police narcotics enforcement unit from 200 to 700 men, with primary emphasis on the large-scale drug dealers, and have joined with the Federal Government in a unique and highly successful joint narcotics task

force composed of 250 officers.

All of this has helped, as has our massive expansion of narcotics treatment programs. We now have 56,000 addicts in treatment-34,000 in methadone maintenance and 22,000 in drug-free programs. This represents 45 percent of our city's estimated 125,000 addicts. A recent survey of the next 12 largest cities showed a combined total of 222,000 addicts, but only half as many addicts in treatment as New York City. No other major city has even 25 percent of its addict population in treatment. And we are continuing with an aggressive outreach program that locates addicts in prisons, hospitals, courts, police stations,

and out on the streets and persuades them to enter treatment.

Recent evidence indicates that these efforts have taken hold and that our heroin addiction problem has leveled off if not declined. Each of our four major indicators of addiction showed this for the first 5 months of this year: addict admissions in our prisons dropped 40 percent; addict-related crime dropped steadily; nontransfusion serum hepatitis cases, which have risen steadily for 7 years, declined by 80 percent; and narcotics overdose deaths dropped about 20 percent.

This is some grounds for encouragement and further evidence that the police cannot win the battle against crime alone. Indeed, unlimited police resources even with the support of an efficient and effective court system—which exists nowhere in this Nation—cannot pro-

vide the kind of security we want and so desperately need.

Recognizing this, we have continued to search for new and more effective ways to bring more people and more resources into our anticrime programs. We are enlisting thousands of volunteers to supplement the police by providing additional eyes and ears to detect
trouble, and others who patrol in uniform to help deter crime. We
have made a substantial investment in relighting over half our city's
streets, upgrading security systems in public areas and buildings, and
in encouraging private property owners to do the same.

Let me summarize the different types of programs now underway: First, there are several programs that increase patrol coverage of

neighborhoods and buildings.

1. Auxiliary Police: The Auxiliary Police was established by law to allow volunteers trained by the police to perform patrol and other support services. For many years, participation ranged between 1,000 and 3,000 members. In the last 2 years, with a major recruitment effort, we have reached a force of 5,600 active members with a goal of 10,000 by the end of next year. Auxiliaries spend an average of one night a week on patrol, providing increased visibility and protection along heavily traveled streets and shopping areas, and 50 auxiliaries are performing mounted duty in parks and beaches. To strengthen their work, the city is now providing a \$75 uniform allowance to all new members, purchasing 1,100 walkie-talkie radios to supply each team on patrol, and providing an annual uniform maintenance allotment of \$75 a year for those who serve a minimum number of hours annually.

2. Citizen Patrols: There are an estimated 75 groups with over 3,000 members in civilian patrols, often using their own automobiles and communications equipment. For some years, the police department was wary of these efforts, but we now work closely with them, encouraging discipline and professionalism, and coordination with local police, and we often provide free office space for base radios in the

precinct house.

3. Tenant Patrols: The city's housing authority with 500,000 residents, itself constitutes one of the Nation's largest cities, with its own police force of 1,600 men. The housing authority has done pioneering work in the development of tenants' patrols to guard lobbies and hall-ways and tour project areas. In a few short years, the authority has recruited 11,000 residents in this program, providing them with jackets for identification and communications equipment. I should add

that our city government also finances a third independent force, the

Transit Police with 3,600 members.

4. Blockwatchers: The Blockwatchers program is an attempt to formalize a relationship with citizens to serve as eyes and ears for the police, something that every citizen ought to be doing in any event. Blockwatchers are trained in basic identification and crime reporting procedures and agree to notify the police of any suspicious conditions they observe. There are now more than 6,000 Blockwatchers who have completed training and are registered with their local precinct.

5. Private patrols: The business community has also organized similar programs to intensify patrol coverage. The most ambitious effort has been sponsored by the Association for a Better New York under which 33 private building owners in midtown Manhattan have supplemented their night-time security forces, linked together with the police by a communications network, and moved private guards out of the buildings and onto the streets. Sixty doormen and building superintendents have also been trained by the police as blockwatchers.

Taken together, these various patrol programs have added thousands of additional people to our city's streets each night to deter crime, provide a sense of security, and gather information for the police on suspicious and illegal activities. There are risks involved, and care must be taken to guard against overzealousness on the part of some individuals who might seek to assert extra-legal authority. In general, we have found our best approach to be a close working relationship with the police, including professional training and ongoing supervision and coordination, that makes clear to those involved the difference between their roles as private citizens and the function and powers of the police.

A second type of anticrime effort has been a substantial increase in

resources to prevent crimes and improve security systems.

1. Street lighting: In the past 2 years, the city government has committed almost \$40 million to relight 3,700 miles of streets—more than half the city's streets—with high intensity lighting that deters crime and encourages people to go out at night. This program, the largest of its kind in the Nation, has been extraordinarily popular and successful.

2. High-rise security: Using \$157,000 in Federal funds, we are conducting an experiment in the Bronxdale public housing project with various security systems, including closed circuit television in playgrounds and parking lots outdoors, and hallways and elevators indoors, bell-buzzer intercoms, audio monitoring and alarm systems in hallways and elevators. We are also using \$1 million in city funds for basic security improvements in city housing of such items as stronger locks, brighter lighting, window gates and bell-buzzer intercom systems.

3. Operation identification: Along with many other cities, we are participating in this experimental program under which citizens use engraving tools to mark valuable property with identifying numbers so that the property can be identified if stolen. Decals notifying of participation in the program are placed on doors and windows to deter break-ins. To date, the experiment has involved 4,500 citizens,

who have participated and registered with a central file system. Before the end of this year, we will expand citywide under a Federal grant.

4. Merchants security: Using a Federal grant of \$250,000, the city is sponsoring a program to provide sophisticated, high-quality silent alarm and camera surveillance systems of the type usually used by banks and jewelers for 700 local merchants like cleaners, grocers, candy stores, taverns and hardware stores, at substantially reduced rates. The program should deter crime and help stabilize commercial areas. The silent alarm systems are connected to the central station of a private alarm company, which screens calls and then contacts the police, and the cameras take pictures of everyone in the premises every 20 seconds, aiding the police in identifying robbers, and deterring shoplifting, bad-check passing, and robbery. The alarms will cost \$6 a month, and the cameras \$8 a month.

Initial reaction to the program and merchant enthusiasm has been so great that I announced plans this week to provide \$1½ million in city funds to install the system in an additional 3,000 stores over the next 6 months. This is probably the largest robbery protection program ever undertaken in the Nation and if it proves successful it could mean a major new crime fighting weapon for urban police that can effectively deal with armed robberies—perhaps the single most

dangerous and damaging type of crime.

4. Block security: This year, New York City began a new crime fighting program that is unique in the Nation. The block security program provides matching grants to local associations—block associations, tenants organizations, merchants civic and neighborhood groups—to help finance locally designed and managed security programs. With \$7 million in city funds, we will assist responsible local groups in financing a wide range of security systems and equipment,

though none of the funds can be used for salaries or weapons.

The response so far has been extraordinary. Representatives of more than 1,100 groups from all neighborhoods of the city completed the first round of training by the police in basic security techniques. 630 of these groups have submitted proposals to the police. Last week, I was pleased to announce approval by the police of the first 73 block security plans totaling \$296,457. Of this amount, the city will contribute \$231,000 and the various associations will raise \$64,000. Each of these plans was carefully evaluated by Police Department specialists to ensure that they meet program guidelines. Included in these proposals are plans to upgrade backyard lighting; to install better locks, solid new doors, and window and storefront gates; purchase alarm systems, bell-buzzer intercom systems and closed circuit television systems for apartment houses, and walkie-talkie networks for citizen patrols. The Police Department is still reviewing the 557 other proposals, and will probably hold a second round for training and applications in the fall.

The block security program should produce important results in upgrading the security of buildings, blocks, shopping areas, and neighborhoods. It uses public money to stimulate private investment and concern for security improvements. But most important, it is bringing people together in local associations to study their needs and initiate self-help programs. We are only funding groups that join together to act for their common protection, that designate one

member as a block security officer who is then trained by the police, that take the trouble to study and discuss their own security problems and needs and design a security plan, and that raise their matching share of funds. We have found through this program a new spirit and understanding of common protection that has generated a greater sense of community and a closer working relationship with the police.

This program has just begun and it is too new to honestly evaluate. But we are excited about its potential impact in mobilizing the citizens of our city to learn about and act for their own safety through

intelligent, careful planning and joint effort.

The block security program stands in contrast to efforts that suggest to people that a police force can do it alone, or that tough-talk, vigilantism, or illegal guns can bring protection. Instead, it may begin a long process of enlisting citizens in the kind of self-help effort that can motivate people to care about their neighbors and their community.

There are various other programs that involve citizens in cooperation with the police, including precinct community councils that meet monthly, precinct receptionists who handle citizen problems in nonpolice matters, and police-community diologs that foster in-

depth discussions of controversial and volatile subjects.

And there are other types of programs that we are using to involve

citizens in different parts of the criminal justice process:

For 3 years, the bar association has sponsored a program with 90 volunteer lawyers as neutral civilian observers at major protests and demonstrations to observe the behavior of both police and demonstrators and to make public reports and recommendations. This has increased public confidence, protected our police from unfounded charges, and cooled tempers in some potentially explosive situations.

The city board of correction has enlisted more than 200 clergymen and members of their churches and temples to adopt separate cell blocks in the city's detention facilities to link prisoners with the community. This has helped to open up our prisons, provide individual concern and attention to personal needs, and relieve tensions of prisoners and guards alike. Volunteer teachers are also working in the prisons to help inmates pass their high school

equivalency exams. A group of civic organizations have joined as the Alliance for a Safer New York and are sponsoring together a courtwatchers program that sends 61 volunteers into the city's courtrooms to observe and monitor the proceedings. This is effective to educate citizens on the workings of the courts and provide outside scrutiny

of judicial proceedings.

These programs indicate an encouraging trend toward increased citizen involvement in the criminal justice system. They also demonstrate that public concern over crime can be channeled into an effective and responsible approach—and not simply directed toward fear, group suspicions, and a search for simplistic solutions.

In recent months in my city, we have seen more and more citizens come to the aid of their neighbors who were being threatened and attacked. An increasing pattern of involvement has been clear. But we have also seen examples of overzealousness where citizens have taken the law into their own hands and acted violently against individuals caught in illegal acts.

I believe that with strong leadership we can direct these energies into constructive self-help activities and I think the programs under-

way in New York City illustrate the range of approaches.

The Federal Government can be helpful in this type of effort and we would certainly welcome additional Federal financial support for such programs. Many of our city's programs, including merchants security, high-rise security, auxiliary police uniforms, and operation identification were begun with Federal anticrime funds. And our city, which pioneered with the Nation's first Criminal Justice Coordinating Council in 1967 that brought together every criminal justice agency in a joint reform effort and has since been copied by cities across the Nation and the Safe Streets Act itself, has always involved community groups and leaders in its deliberations and in its distribution of funds.

But we need more than financial help. For example, very little has been done in the evaluation of security systems and the development of effective and inexpensive security equipment. A crash Federal effort

would benefit every city in the Nation.

Perhaps more important is the kind of leadership that the country is given. Law enforcement is a complex, frustrating business and I believe that the citizens of our country understand that. The American people are prepared to participate in sensible, careful programs. And that is the major challenge facing the Federal Government regarding

the problem of crime.

That leadership must begin with one action—strong national gun control legislation. Nothing else we do, here or in the streets of America's cities, has such a devastating impact on the safety of our police and citizens as the deplorable lack of legislation regulating guns. We can talk about citizen patrols, auxiliary police, better lighting, locks, and alarms but it all fails when faced with any one of the tens of thousands of guns manufactured each week and shipped in interstate commerce across this Nation. That deadly trade is the greatest threat to security in our streets, shops, and homes, and responsible national action is desperately needed. It is difficult to persuade people to patrol their streets, or keep their stores open at night, or act with restraint when they feel surrounded by illegal guns that threaten their safety. And the greatest burden of this massive national trafficking in guns is borne by the individual police officers in my city and across the Nation. In my own city, 33 policemen have been killed since 1966, 26 of them with illegal handguns. And across the Nation, 621 law-enforcement officers have been killed since 1966, 72 percent of them with handguns. This kind of insanity must be stopped, and only Federal gun control action can bring it to an end.

We at the local level must act decisively, too. Of particular concern are those issues that have tended to destroy public confidence and respect in the police. Most significant have been instances of corruption and the failure of police forces to hire representative members of minority group members. Both conditions must be dealt with if we

are to stimulate meaningful community cooperation.

We have moved aggressively on these issues in New York City. Three years ago, I appointed an independent five-member commission (the Knapp Commission) to investigate allegations of widespread corruption. This was the first time in New York City's history that the mayor has launched such an inquiry into the performance of the police. The work of this commission, and the forthright and courageous leadership of Police Commissioners Patrick Murphy and Donald Cawley, have created a new climate of integrity in our police

force and a new level of respect from the public.

We are also working intensively to improve the minority representation in our police department. One of the major disappointments of my 8 years as mayor has been our inability to change this condition significantly, largely due to the rigidities of our State's inflexible and archaic civil service regulations. We have increased the number of minority police from approximately 5 to 9 percent of the force, but that is hardly enough. We are now embarking on a massive recruitment and outreach program in the minority community for the next police exam to be given on December 15. And we are hopeful of having an unprecedented turnout of minority candidates for this exam.

We are not here begging for help from the Federal Government. We believe that we have earned the right to substantial Federal support based on a solid performance record. We have largely done this ourselves—modernizing our police, expanding narcotics treatment, and involving thousands of private citizens and community groups. We are not fooled by the rhetoric that "the crisis is over." We have lived with that crisis on the crowded streets of our cities for years, and while real progress has been made, we know that it is far from ended. We need help—much more help—in New York City and in all

our cities.

And that doesn't just mean an additional several million dollars for popular anticrime programs. It means courageous action on national gun control; adequate financing for narcotics treatment, which still is not available; and renewed Federal commitment to deal with the deep social and economic problems that have caused so much crime, deprivation, and misery. Only action to deal with America's historic legacy of race and poverty can bring real relief to the Nation's crime problem. And, for the foreseeable future, this leadership will have to come from the Congress. I urge you to do what you can to aid that effort.

Now, Mr. Chairman, with your and the committee's permission, I would like to invite the chief of field services, Mike Lonergan, to talk for at least 5 minutes, on professional aspects of police work and citizen

involvement from the uniformed man's point of view.

Mr. Conyers. We would be delighted to hear from him, and he may proceed in his own way.

# TESTIMONY OF MIKE LONERGAN, CHIEF OF FIELD SERVICES AND ACTING CHIEF OF OPERATIONS, NEW YORK CITY POLICE DEPARTMENT

Mr. Lonergan. Thank you, Mr. Chairman, for this invitation to

appear in Washington this morning.

Commissioner Cawley deeply regrets not being able to appear. A prior commitment made many months ago was unable to be broken. What he would like to have me say to you and your committee members is that the New York City Police Department is honored to be called before your committee this morning.

Some of the people that we have with us, I will briefly describe in a moment to you. We plan to answer each and every question that you pose to us. For those questions that we are unable to satisfactorily answer, we are willing to appear at any meeting, any time, with any

documents that the committee wishes to examine.

On my right is Mr. William Johnson. Mr. Johnson is a special assistant to the police commissioner. His area of concern is that of community relations, with which the police department has been long involved. It was Mr. Johnson's contribution last January during the Williamsburg siege that caused it to come to a successful conclusion, because of his personal contribution in speaking to those young men inside that gun store in Brooklyn. There is so much we could say for the work that Bill Johnson did that long weekend in Brooklyn.

On my left—incidentally, all of us are normally in uniform and we sometimes feel uncomfortable being out of our work clothes—but on my left is a former commander of one of my most active precincts, the Bedford-Stuyvesant section of Brooklyn, whom we have moved into this most serious study of crime prevention work and community involvement. Inspector Adam Butcher brings with him field experi-

ence and not all classroom theory.

On his left is Sgt. Ray Kelley, who until recently, after much convincing, decided to leave "street crime patrol," where he was a sergeant in a very unique assignment in the East Harlem section of New York City, 23d precinct. He was persuaded to come into this work because of his unique qualifications, being a member of the New York bar and having an extensive background on street patrol. He can describe some of the functions of the anti-crime work to you.

Mr. Conyers. Chief, how many years has each of these men served

on the police force?

Mr. Lonergan. Bill Johnson has 181/2 years in the police service;

Butcher, 26 years; and Ray Kelley, 7.

For myself, I spent 5 years in the U.S. Army, from 1941 to 1946, and immediately upon discharge I entered into police service. I have been in police service since 1946, and I have occupied all of the ranks through civil service upward to the present rank that I hold now.

Mr. Conyers. Thank you. Mr. Rangel, Mr. Chairman.

Mr. Conyers. Yes.

Mr. Rangel. I would just like to say, while we appreciate the fact that the panel is prepared to answer all questions, that Commissioner Johnson and I, both having been raised on the streets of Harlem, have an unwritten agreement that no questions will be asked concerning any of our past as youth on the streets of Harlem, involving antisocial behavior.

Mr. Johnson. Thank you. Congressman.

Mr. Lonergan. We appreciate Congressman Rangel's remarks, because not so long ago I was in command of the Harlem area, which Chief Tom Mitchelson is in charge of now, and we are well aware of Mr. Rangel's youthful service.

Mr. Conyers. Then there will be no use of the fifth amendment be-

fore these proceedings, I can see that.

# 1. NEW YORK CITY POLICE DISTRICTS RELATIONSHIP WITH COMMUNITY RELATIONS

Mr. Lonergan. New York City, briefly, is furnished police service by subdividing the city into 72 basic police districts. Each of these districts has a commanding officer. The average population of each of those 72 districts exceeds 100,000 people. Some of the precincts have almost 275,000 people. It is a job that requires 7 days a week, 24 hours a day.

Commissioner Cawley asked me to indicate to you that there is a need—a great need—for professional police officers. There is also a great need for community participation in the city of New York. Throughout these 72 districts, each commander has a community relations officer. In the busier precincts, there are up to three or four full-

time community officers.

The police department is totally committed to a service-oriented program. While for many years we were identified as a law enforcement agency, law enforcement actually plays a really small role in the new and modern police department. We are a service agency and we deliver a service. And that service cannot be delivered until the people we serve

inform us of what services are needed.

As such, we have brought into the police department many forms of community-oriented relationships. We have a commissioner of community relations; a full-time task at community relations. Until recently, Commissioner Benjamin Ward carried that work. He is now the commissioner of traffic. Commissioner Rudy Dunning is now the commissioner, assisted by Bill Johnson, both staffing operations in the New York City Police Department.

# 2. Police-Community Relations Unit

#### A. SIZE

Mr. Convers. How large is that part of your police department? The community relations portion.

Mr. Lonergan. Pardon me?

Mr. Conyers. What we want to know is how many men and women are part of the community relations department. Mr. Lonergan. I would say it runs into the hundreds.

Mr. Johnson. About 230 full time.

Mr. Conyers. 230 out of a police force of what size?

## B. MINORITY INVOLVEMENT

Mr. Lonergan. We have 30,000 police officers in New York City presently. As the mayor indicated, less than 7 percent-6.9 percent-

are black, 2 percent Hispanic.

I don't know what the New York City Police Department would do if we didn't have citizen involvement, not only in the black, the Spanish communities, but in other areas such as the Chinese community, where we have a large Chinese population, but presently have only five Chinese police officers. We have a heavy involvement of Chinese in many of our citizen participation programs, in particular, our Blockwatchers and our Auxiliary Police.

#### C. COMMUNICATIONS BETWEEN POLICE AND CITIZENS

The New York City Police Department could not communicate with many of the people throughout the city of New York if we did not have citizen participation. We would not know, truly, what the concerns of those citizens were if we didn't have that relationship. We are totally handicapped in recruiting a representative body into the police department that truly represents the people of New York.

That will conclude my remarks. I would welcome questions from

the committee at this time.

Mr. Conyers. Before you continue, I would just like to note the presence and the necessity to leave of Congressman Jonathan Bingham of New York, who is very interested in this matter, and has another committee hearing.

Do you have any observations you would like to make before you

leave, Congressman Bingham?

Mr. BINGHAM. Mr. Chairman, thank you. In deference to the committee, I will defer that. I will be back before this session is over. There is a meeting Ramsey Clark is appearing before. It is my subcommittee and I should go.

Thank you.

Mr. Conyers, Fine.

Inspector Butcher, were you going to make a few observations at this point?

# TESTIMONY OF ADAM BUTCHER, DEPUTY INSPECTOR, COMMAND-ING OFFICER, CRIME PREVENTION SQUAD

Mr. BUTCHER. I would like to echo the words of my mayor and my commanding officer, in the sense that it is a basic tenet of police work at this time that without the assistance of the community, there is no hope for any true success in police work.

I think it is further binding upon the police to make the first move, to take the initiative and move to the community and not wait for the

community to move to the police.

We have a special method for doing that in the New York City Police Department, and since you were interested in the number of community relations officers, I want to point out that it is very hard to separate the workings of the crime prevention officer and the community relations officer. They frequently work as teams in our city.

Some of the special devices that we have—such as this demonstration door and locks—are the opening wedges to a block association, tenant association, or any group that is interested in preventing crime. Every precinct in our city has a crime prevention officer in addition to the community relations officer. There is a central squad of 30 detectives, highly skilled, with a great deal of technical knowledge concerning crime prevention.

## 3. Crime Prevention Devices

We utilize this demonstration door to show our citizens—and we will talk to anyone, at any place where two people get together—the fact that most New York City residents are guarded by a simple spring lock, a device that is used on approximately 60 percent of the

homes in New York. This type of lock can be opened with a credit card, or with a butter knife. It requires no skill whatsoever to open

this type of lock.

We can physically demonstrate to our communities, to our citizens, the faults involving that type of lock. We also have the proper type of locks to demonstrate so they can aid themselves in avoiding becoming a victim of a burglary. These include the peek hole, the cylinder guard plate you see on your side of the lock there—a practical demonstration, not a demonstration of theory.

Mr. Conyers. What kinds of new lock devices are there that re-

place the spring lock?

Mr. Butcher. It is not in having a new lock, but just knowing what one lock can do as opposed to another. The lock on the bottom of this showcase is a simple spring lock. You can see that by inserting a simple device between the bolt and the doorframe, it is going to open, such as Officer Kelley has demonstrated for you. And 60 percent of the New York homes are guarded by that type of lock.

Mayor Lindsay. May I interrupt to say if Congress wants to take a look at one of the greatest consumer frauds in the country, you might

take a look at the lock industry.

Mr. Conyers. We will refer that to the Subcommittee on Monopolies and Commercial Law, which is chaired by the chairman of the Judiciary Committee.

Mr. Butcher. The next lock above that is called a dead bolt lock. No device can be inserted between the doorframe and the bolt. With the double drop dead bolt in that position, it is very hard to jimmy.

We demonstrate to our citizens that even the chain lock can be quite easily removed by a burglar with a minimum knowledge about houses.

The cylinder guard plate on the front of that is a \$2 device.

Yet, we are aware and we observe the fact that underground newspapers have demonstrated to those who are concerned with these matters the methods of defeating all of these kinds of locks I have shown you here. So they are advising or teaching our citizens how to go about committing a burglary, and it is our obligation to go about teaching them how to protect themselves.

This \$2 device will protect you from a burglar putting a wrench to

your cylinder and pulling it right out.

Mr. Conyers. Thank you very much.

Does Sergeant Kelley, a member of the bar and a police officer, have any additional comments that he might want to make at this time?

Mr. Kelley. No, sir, I don't.

Mr. Conyers. Assistant Commissioner Bill Johnson, would you wish to make any observations about the subject matter that has brought us here today?

# 4. COMMUNITY RELATIONS AND DECREASING CRIME RATES

Mr. Johnson. I simply would like to say, from my observations of the various community relations programs in New York City, that in those areas in which we have substantial involvement on the part of the community, the rate of crime decreases. I feel that active community participation is synonymous with crime prevention.

Thank you.

Mr. Lindsay. I think I sent up to the members of the committee, samples of some of the material we put out. We didn't bring down but just a few samples. The Block Security Program Guidelines—

Mr. Conyers. We have that.

Mayor Lindsay. The handbook for emergencies, Inspector Butcher's handbook on how to safeguard your home.

Mr. Convers. We are going to examine it and if appropriate make

it a part of the record.

Mayor Lindsay. That gadget there is the monitoring camera being used increasingly by merchants in the city. It takes a picture every 20 seconds, the whole area round the desk, cash register, whatever it happens to be.

Mr. Conyers. Let me hasten to introduce a member of the Judiciary Committee from New York, an outstanding attorney in her own right,

Elizabeth Holtzman, who has joined us here.

We welcome you here.

The testimony that you have given us from your experience of being the mayor of the city of New York for 8 years, Mayor Lindsay, is, I think, appropriate for the examination of the issues we are about to launch. I thank you very much for your testimony and the observa-

tions made by your assistants.

I would like to begin the discussion which is so critical a part of a hearing. You will recall that at the beginning of this hearing I said we would attempt to focus on the degree to which citizens are involved in the justice system as volunteers. I am enormously surprised to learn of the multiplicity of projects established in New York. I knew that there were new developments going on, but I had no idea that they were to this extent. I think that you dealt with that part of our inquiry in a very able way.

The second part of our inquiry is to determine whether citizen involvement has had a positive effect on the prevention and reduction of crime at the local level. And again, you and your police experts have spoken, I think, rather dispositively on that question as well.

Finally, we wanted to find out if citizen involvement is an effective method for reducing and preventing crime, how can the Federal Government best encourage and assist the efforts of city governments, as well as citizen organizations to become more actively involved. And I think that is where we want to pick up.

How can we do more? How can we help you? As Congressman Fish leaned over and said to me only a moment ago, with all of the kinds

of things you have going, you do not need any help.

You might be one of the few municipalities in the Nation able to make that assertion, if you do, but what could we do without just being duplicating of your original efforts, in terms of bringing you assistance. More to the point, does the proposed legislation that we are examining here today have any direct bearing on your efforts or would you just as well do without it?

# 5. Direct Local Funding Under H.R. 9175

#### A. LEAA BUREAUCRACY

Mayor Lindsay. The key parts of your bill, Mr. Chairman, are the directing funding to urban areas, which is very important. In the United States as a whole, most of the bureaucracy that has grown up

around the Safe Streets Act and LEAA has to do with the layering of approving agencies. Most of that money has to go through States, as you know, and for the most part, States know very little about urban police problems. They have very little knowledge of what the streets are all about and very little knowledge about what urban police really have to do. You have to be equipped not just in police science and technique, but in training for urban police work.

So your bill has a key provision in providing the direct funding

to cities.

Second, your bill emphasizes the importance of funding programs that will divert people from lifetimes and life cycles of crime, emphasizing the supportive institutions such as the VERA Institute of Justice, which as you well know is doing pioneering work in experimental programs to deflect the young person, particularly, from the revolving door of the criminal justice system at early stages.

### B. LEAA ASSISTANCE TO NEW YORK CITY

I think the greater emphasis on those aspects of the funding of the criminal justice process is very fine and I am delighted that your bill put so much emphasis on that. There has been some break from that emphasis in some aspects of safe streets. However, we have had good success with LEAA funding and safe street money in New York City. We are funded at a level of about \$25 million a year. Without it, some of the experimental programs I have described today would not have gotten off the ground. And despite the added bureaucracy involved in State funding, and the hours and hours of time and paperwork that that imposes upon us, in spite of all of that, we worked out things quite well for the most part.

I also think we have been able to use a fair percentage of the safe streets money on the kind of programs that your bill is emphasizing.

Mr. Conyers. Thank you very much.

Let me ask you one other question and then I will recognize members of the subcommittee.

#### 6. VIGILANTISM

I want to be frank in saying to you that the hesitation that has arisen most around the notion of us providing funds directly to the community for anticrime programs is the fear that we will be encouraging vigilante-type operations, in which citizens wrongly and mistakenly will be encouraged to take the law into their own hands in their attempts to tackle directly the problems of organized crime and other criminal activity that bounds in the communities and in the urban sectors across the country. It is that fear of indirectly supporting vigilantism that is an unspoken reservation about this legislation.

Now, you have examined this bill and I would like you to speak to any fears that you may have about this and any ways that we might attempt to improve on the language so that there will be a very clear understanding about where those members of the Congress that sup-

port this legislation stand.

Mayor Lindsay. I think I would best answer that by describing our own experience over a long time in New York.

## 7. CITIZEN INVOLVEMENT ESSENTIAL

No. 1, as Inspector Butcher pointed out, there is no way by which any police system, no matter how large or how professional or how good—even assuming a productive criminal justice court system, which we don't have in any major city of the United States—there is no way a police system can do an adequate job without citizen involvement and citizen participation in the business of public safety.

### 8. NEED FOR PROFESSIONAL POLICE FORCE

Second, there is no substitute for a highly trained, professional, regular police force—a police team, such as represented at this table.

Nothing is possible without that.

Unless you have highly trained, highly disciplined, thoroughly professional organization of regular police, there is no way, in my judgment, by which you can bring in the public with their own police system. It cannot be done.

## 9. Supervision of Citizen Programs

Third, anything that you do, whether it is auxiliary police, safety patrols, tenant patrols, block security, any other citizen involvement in the police system must be under the regular police, reporting to the police, and being trained by the police. I emphasize "trained," because none of it would work without training.

If you have all of those, then it will work and work very well. If you do not have that, you may not be able to sleep well at night,

wondering when you are going to have vigilantism incidents.

## 10. Example of Vigilantism

We have had two instances recently in New York City—one of them in the ghetto area—where the public took the law into their own hands, and were in the process of severely beating, maybe going beyond that, a perpetrator caught in the act of a violent crime against a member of that community. It was only swift police action that rescued that perpetrator from being the victim of a vigilante tactic.

Those energies exhibited on that street and on the other occasion can be channeled productively and constructively into public involvement in public safety. If your police command is fast enough and vigorous enough and professional enough to adopt the professional programs that can be worked out, that will bring the public into this

kind of service. It does work.

And I would like to think that in New York we have been vigorous enough and moved early enough on it, and that the public is willing to do something about the commission of crime in the neighborhood. We have moved on this subject none too soon.

Mr. Conyers. Thank you, Mr. Mayor.

I would like to recognize for questions, the gentleman from New York. I have two, I will recognize first Mr. Fish.

### A. CRS OR LEAA

Mr. Fish. Thank you, Mr. Chairman.

Mayor Lindsay, I meant my aside to the chairman earlier during your testimony as a great compliment. I think it is a very impressive record under your administration in the city of New York in starting

so many initiatives in this area.

I would like to explore with you, if I could, what you might call the delivery system in H.R. 9175. You have indicated that presently through LEAA, over which, incidentally this committee, will assume legislative oversight—that you received some \$25 million in LEAA funds. I assume some of these existing Federal grants you have gotten for merchants security, high-rise security, auxiliary police, uniforms, et cetera, are through LEAA.

I wonder if you have a comment as to whether it should be LEAA or the Community Relations Service in the Department of Justice which would be the Federal conduit to the municipality to be served?

Mayor Lindsay. Well, Congressman Fish, that is a hard question because, from a practical point of view, we are at the end of the pipeline, just like we are out on the streets. And it is what works, and what works best, that we need.

We have no trouble with LEAA; our professionals and our police are working well with LEAA and others. We have no problem with it, although we have always recommended, from days LEAA was first being drafted in this committee, that there ought to be direct funding

to major urban areas.

It was thought of and conceived as an urban criminal justice bill originally. As always in these matters, it gets compromised and there are adjustments that have to be made in the interest of the political realities of the situation. But we would be much better off with direct funding for the majority of the funds that are allocated to these areas.

As to whether it is the Justice Department's Community Relation Service—it depends on how good they are. It depends really on the professionalism, the knowledge, the administrative capability and the wisdom of the crowd. It makes small difference to us how it is done as long as it is well done.

#### B. DIRECT GRANTS TO NONPROFIT PRIVATE AGENCIES

Mr. Fish. Thank you, Mr. Mayor.

My second question goes to the concept of your leadership, of your authority, as the chief elected official in the city of New York.

As you know, under this legislation, title I is entitled "Grants to Cities and Public Agencies." Title II is "Grants to Nonprofit Private Agencies." Title II therefore would give the Federal agency, in this case the Director of Community Relations Services, the authority to make grants directly to nonprofit private agencies, or in other words, not through your office. In the case of your block security program, for example, the contrary is the case. These are grants from the city.

I was impressed with your enunciation of the fact that professional police direction to citizen involvement is an important element. I

wondered if you cared to comment on the wisdom of having Federal grants not channeled through you, not channeled through the police, but directly to a nonprofit agency.

Mayor Lindsay. There is an element of risk in it and it should be so drafted that there is mandatory coordination with local elected

officials and local police commands.

On the other hand, an organization like the VERA Institute of Criminal Justice is good, and there is no reason why it should not have a life of its own. There should be no hesitation on the part of the Congress—if it can draft a bill tight enough—to create a piece of legislation that would permit the Federal Government, with certain checks and based on certain mandatory arrangements for coordination and consultation, to fund directly an institution like VERA.

# 12. RESTRICTIONS ON USE OF WEAPONS

Mr. Fish. Thank you.

My last question has to do with weapons. This proposed legislation is silent on any prohibition against citizens carrying weapons, and I notice that you were explicit in your programs in the city of New York there is such a prohibition. Would you care to comment on the wisdom of our having such a prohibition in this legislation?

Mayor Lindsay. I think you should have such a prohibition. We are against hand guns and we think the country has got to come to its senses and get rid of what I call the epidemic of firearms. It is a cancer

that is the surest killer there is.

Just looking at some data from some of our States on handgun killings of police officers in your own areas: In 1972 alone, police killings by handguns in Georgia, six; North Carolina, six; Ohio, six; Texas, five; New York, five; Michigan, four, Florida, four; California, four; Pennsylvania, four; Louisiana, three; Minnesota, three.

From 1966 to 1972, police killed by handguns: Chicago, 29; New

From 1966 to 1972, police killed by handguns: Chicago, 29; New York City, 21—we have more than twice the population of Chicago; Detroit, 14; Philadelphia, 8; Houston, 7; Washington, D.C., 7; Los Angeles, 6; San Francisco, 6; Baltimore, 6; Cleveland, 6; Dallas, 4;

New Orleans, 3: Boston, 3.

That reads like dispatches from Vietnam used to read.

## 13. GUN CONTROL

All handguns. All in interstate commerce, too. We have very tough gun control laws in New York City. Very tough. You cannot own, transfer, possess, do anything with the gun, unless we know who you are and the gun is registered. Any kind. It must have some effect because per capita we are way down compared to the rest of the country

on killings by handguns.

But we have an awful lot of killings by handguns. When we trace them, we find it always comes from the channels of interstate commerce. We are working with the Treasury Department of the U.S. Government now, right at this moment, to trace 3,000 handguns, almost all of them high-quality guns, confiscated in our city just in the last several months, all of which came chrough probably five States, channeled through interstate commerce.

In most all of those States the transaction involved was legal all the way through. It only got illegal when it came to our city, but all of the rest of the chain was legal. Part of it appears to be—although the police organized crime people are working on it now—part of it seems to be clearly a gun running apparatus in the country that may be just one of many, using interstate commerce and different staging areas in different States in order to run this cancer around the Nation.

Mr. Fish. Thank you. I have no further questions.

Mr. Conyers. You may rest assured this committee feels your strong sense of urgency about this subject, and it is appropriate that you bring it here, as you know the Judiciary Committee is the jurisdictional source of gun control legislation.

The Chair would like to recognize now a member from New York, who was also a member of the Select Committee on Crime for about 2½ years. The distinguished member of the bar, Attorney Charles Rangel.

## 14. NEW YORK CITY ANTICRIME FUNDS

Mr. Rangel. Thank you, Mr. Chairman.

Mr. Mayor, I wonder whether or not it would be possible to furnish for the record the percentage of State and Federal funds that are used for the anticrime programs that we are operating, in order that the committee might be able to ascertain the heavy burdens that city taxpayers have to pay for problems which are basically national in scope.

This might afford us the opportunity to have guidelines as relate to other urban communities, to show just how much we have to pay for

problems which are not basically just our problem.

Mayor Lindsay. Let me spend not more than 1 minute giving you some figures here, to give you an idea of the dimensions we are talking about in New York City.

Our budget in New York City is \$10.2 billion. The criminal justice budget is \$1.2 billion when you add it all up. That breaks down as

follows:

New York City's police, \$868 million; housing police, \$30 million; transit police, \$84 million; criminal courts, and other aspects of the courts that deal in criminal justice, \$101 million; prosecution, that is district attorneys and defense, \$31 million. That includes legal aid. Prisons, \$124 million. Total, \$1.238 billion.

Almost all of that, 99 percent of that, is financed from what we call tax levy; that is, out of the city budget raised out of property and

other taxes in our city.

Add to that \$120 million for drug treatment.

LEAA Federal money is approximately \$25 million this year. Of that, about \$2 million goes into what we would call community relations-type programs like things we are talking about here—merchant security, auxiliary police, garment center security, community education, community identification, et cetera.

Larger proportions of the LEAA funding goes into programmatic things—drugs, diversionary programs, to get young people into what we call prerelease programs of various kinds, get them into jobs, et

cetera, et cetera.

The Federal funds involved in the entire criminal justice system, including all police assistance, courts, probation, parole, corrections, et cetera, is 1½ percent approximately—less than 2 percent. That gives you just some idea of the numbers involved in the criminal justice system.

15. Role of Federal Government in Bringing People and Police Together

Mr. Rangel. That was really my point, Mr. Mayor, and perhaps if we could get that from other major cities, we could show the big

vacuum that exists as relates to the Federal obligations.

I just need your guidance on a technical problem which we may have with a bill as relates to the delivery of services, as Congressman Fish pointed out. It was interesting to note, that Commissioner Johnson indicated where there is community involvement, we find a lessening of crime. In your opening remarks, you referred to the rhetoric and political accusations that have taken place in the past in reference to the high crime rate. And as you know, there was a period of high polarization between the community and the New York City Police Department, which involved corruption, which involved insensitivity, which involved brutality. On the other side of the coin, we found a community that did not trust the police department, that did not cooperate with the police department. We engaged in this fight under your leadership and under the leadership of Commissioner Murphy, who I think was one of the best police commissioners in the history of our police department.

I feel proud today to say that we have taken away our verbal attacks, we are sitting down trying to cooperate. We are, as the chief pointed out, making the police department look to the guy in the street as a service delivering agency rather than the master-servant thing

this has been.

I think we have come a long way but now we are talking about other cities in this great Nation of ours. We are dealing still with police commissioners who believe their role with Federal funds is to buy that hardware and to show the community who is in charge. We are dealing with communities, poor people, who are frightened not only of the criminal but many times of their own civil servants—the police depart-

ment. So we still have that area of mistrust.

What guidelines can you suggest, what can we do to make certain that the moneys that will be made available under this bill, or any other bill, or what do you find from the Conference of Mayors that can be done to allow patrolmen as well as police chiefs to recognize that they are public servants and have an obligation to make this a two-way street, especially since there is polarization existing outside of the police department, in the senseless killing of innocent citizens as well as policemen that are trying to do their job, which has not aided us in breaking this feeling of a city going down?

Here we come with a vehicle, saying we want to help, but unless the parties understand the partnership agreement, how can we as people

in the Congress try to bring them together?

Mayor Lindsay. Well, Congressman Rangel, you asked me the most difficult question of all. It is possible, of course, for Congress to try to draft a bill that will say that in any grant of Federal dollars to States and localities for public safety in the criminal justice system,

x percentage of it shall be used in the area of corrections, narcotics, courts, probation. But that is very difficult. It is possible for Congress to say only x percentage may be used for capital equipment, hardware, helicopters, army vehicles, shotguns, patrol cars, and so forth.

You can do that; you can specify anything you want to.

But it is very difficult because it is so hard to legislate on that subject. What we are really talking about is the professionalism of police commands across the country. We are really talking about what the Federal Government through the executive branch particularly can do and is equipped to do and has the wisdom and knowledge to do, to lead the country in public safety and the encouragement of police systems that reflect Congress concerns. The guidelines that they put out from LEAA are almost more important than what is in the bill.

#### 16. GUN CONTROL

Second, I think there are some things that can be done. It would be an immediate signal to police across the country and everybody across the country if Congress just put an end to the business of guns. Just stop it. Do what the British and the Japanese do—what every civilized country in the world except the United States does—say there will be no more handguns. That that's the end of it. That we are going to treat a handgun like we would a cholera germ wandering around. If you have an epidemic of cholera, the country is going to do something about it, and they haven't done it with guns. In the United States if we really wanted to, we could say "enough of this," and put an end to that, instead of being the most violent country on Earth.

Next, I think that the area that is the most untouched still with the kind of productive leadership that is needed, is the whole criminal justice system, the apparatus of criminal justice. We all know that one of the most unproductive institutions in existence in America is the criminal court structure, and the apparatus that they supervise—

probation, parole system, and the rest.

The criminal court structures in every major urban area in the Nation are not productive, and do not have the kind of leadership that is required, from the top levels of the organized bar—most of which are too busy in corporate and other aspects of law to involve themselves in aspects of criminal justice.

There is virtually no leadership from elected politicians in this area. In some cases, where a few politicians have sought to take on the system, as in the old days in the case of police, they are accused of interfering

with an independent branch of government.

But the police can't do it alone. Even the world's best police department, best group of professionals, finds it very difficult to uplift and keep up high the morale of their men when the men know that something is really wrong in the other aspects of the criminal justice system.

And I am not talking about the well-known outrage that every cop on the beat has if he thinks the mugger he picks up is going to get off with a suspended sentence and go back on the streets. That is a well-known outrage. It reflects something much deeper. It reflects a real absence of production. It reflects a refusal on the part of most communities and most States, to do something about the quality of the judiciary in the method of selecting the judges, and it reflects an absence of that kind of management control that is going to be needed if the caseloads are going to be reduced, so that the system is

productive.

The police can be as productive as you want, be forced to be as productive as they want, but no one is willing to take on the other aspects of the criminal justice system to make them genuinely pro-

ductive. Then you have a tough row ahead.

Mr. RANGEL. Mr. Mayor, I agree with what you have said. Yet somehow, despite the obstacles, in the city of New York, notwithstanding the way of dealing with the criminal justice system, you and Commissioner Murphy were able to bring the community and the police together to look at each other's inadequacies. I think that has been a major accomplishment for our city. If we can only get the parties together in other cities, we have come a long way.

I hope if you have any additional testimony in this area, you will feel free to let the committee have it, because that is a hurdle we have

to overcome as a Nation.

Thank you.

Mr. Convers. We are pleased to have with us the ranking majority member of the subcommittee, the gentleman from Maryland, who was detained in another committee.

Mr. Sarbanes, have you any questions or comments?

Mr. SARBANES. I have no questions, Mr. Chairman, but I do want to thank the mayor and those who have come with him very much

for this very helpful testimony.

We started out on this legislation, which I think offers some potential for doing some very important things across the country, not the least of which that we draw in these community groups. I think it is going to force public officials all across the country to develop some of that professionalism that the mayor has talked about here this morning.

Mr. Conyers. The Chair recognizes Mr. Cohen from Maine.

# 17. Social Service Programs Section 202(b)(2)

Mr. Cohen. Thank you, Mr. Chairman.

Mayor Lindsay, thank you for a very eloquent statement.

I would like to just turn our attention to some specific provisions of the bill to get your insight into it, and will echo somewhat my colleague's questions. Section 202(b)(2) provides, basically, the programs would be designed to enhance the delivery of social services, including the removal of waste, street cleaning, recreational facilities, et cetera.

I know in New York through the block security program, you provided street lighting, and I would not question the relationship between street lighting, clean streets, recreational areas, and that of reduction in the occurrence of crime. I am wondering, whether we are being duplicative here or are we wise to get into the funding of social services through this particular type of approach. Is that better handled through other Federal programs than currently exist?

I would anticipate perhaps you have some of your funding for street

lighting under LEAA or HUD programs.

Mayor Lindsay. No. That was city funds.

Mr. Cohen. All city funds?

Mayor Lindsay. Yes. One possible exception to that might be some model cities project. Some of our model cities moneys, in the model cities areas alone, of course, may have gone in the street lighting. I think maybe in South Bronx model cities funds might have been used.

# 18. COMMUNITY SERVICE OFFICERS

Model cities is also heavily involved in the removal of waste and street cleaning. Model cities money is also being used increasingly in what we call community service officers. These are young men and women recruited out of the model cities communities, in uniform, reporting directly to police commands as model cities safety officers in those areas served by the local precinct. The same is true with sanitation and fire protection.

Model cities is being phased out and no new funding has been requested, and the future of the 60 model cities community service officers helping police, fire, and sanitation is very much in doubt at

the moment.

# 19. RELATIONSHIP TO FEDERAL CRIME PROGRAMS

Mr. Cohen. But there is substantial question of whether we get into overlapping of various Federal programs. If we do have other programs available, would you suggest we not direct moneys through this particular program for social services?

Mayor Lindsay. No; I would disagree with you. Sometimes you have what some people would call overlapping in some areas, but very seldom. It is not difficult to bird dog that one in the drafting of

legislation.

In the area of health, for example, there must be for any single one of our municipal hospitals in New York-we have 19 of them-any single one of them has possibly seven different Federal programs of various kinds involved. You add it all up, it is quite a chunk of money.

Some of that is being phased out. Some research, some special pro-

grams like sickle cell, some in other various kinds of things.

# 20. SANITATION SERVICES AND STREET LIGHT BUILT INTO C.J.S.

Model cities quite appropriately allows flexibility for sanitation services and street lighting. There is no reason in the world why you can't build into a criminal justice program of this kind enough flexibility so a community can use a portion of it in street lighting if they wish. Indeed, something can be done about sanitation patrols, for example, to insure enforcement and supervision in the area of neighborhood sanitation.

It is perfectly OK. I have no trouble with that.

# 21. Restrictions on Hardware Equipment

Mr. Cohen. You have already expressed your opinion about writing restrictions into this particular legislation concerning guns. Would you extend that further to other types of hardware equipment, such as radios, walkie-talkies?

Mayor Lindsay. No. I would say "weapons."

Mr. Cohen. One of the criticisms of LEAA has been that too much money is spent on hardware, and not enough on community relations.

Would we get into the same problem here?

Mayor Lindsay. I would put a restriction on weapons here. But as I tried to answer earlier an almost impossible question put to me by Congressman Rangel, beyond that, can you write in allocations of expenditures for radio equipment, locks, panels, other security arrangements, et cetera? I am not too sure.

It may be well to express the intent of the Congress that the majority of the allocations should be made instead of to hardware, to software:

That is to say, to programs.

# 22. Matching Grants

Mr. Cohen. In section 103(a) there is a provision dealing with the local contribution not to exceed 25 percent. The question I would like to raise is why not consider contributions in matching grants as you

provided it in your particular program?

I know it has been criticized by one attorney. Fred Samuels, as being discriminatory against the poor, but I would like to get your opinion as to whether or not we should require some local participation in the form of a mandatory minimum contribution requirement, say 15, 20,

25 percent.

Mayor Lindsay. Matching grants through Federal programs are very hard on most communities. Most of them don't have the resources, and when they have to match, that makes it a lot easier for the local people and local politicians to force that matching stuff toward the invisible. If you really want to get rid of the hardware or deemphasize the hardware, get rid of the matching requirement.

Mr. Cohen. But your program has the matching requirement.
Mayor Lindsay. We do locally. But it is not analogous—what a local
government does out of tax levy resources, and what the Federal
Government's role is in a national program. I don't think they are
comparable. Our matching requirements in our block security program
is scaled to meet the problem of resource levels. It is a little complicated.

For example, it is on a 9-to-1 basis for the first \$500, then goes to a 4-to-1 basis for the next \$5,000, and to 2-to-1 above \$5,500. In other words, for a relatively simple, relatively expensive program, there

is practically no matching requirement.

# 23. Possible Discrimination in Block Security Program

Mr. Cohen. I take it you disagree with the charge that your program is discriminatory and unfair against the poor? Is that fair to say?

Mayor Lindsay. I do disagree. Let's talk about how the applications

are coming in.

Mr. Butcher. Of the 630 proposals for security programs involving the block security program, the vast majority have come from the low income areas.

# 24. Applicability of Legislation to Rural Areas

Mr. Cohen. Section 103(b) seems directed to programs which involve disadvantaged persons and minority groups. The question I would raise to you, and you touched upon this in the first page of your statement, is what if an area doesn't have minority groups?

I happen to come from a State which does not have a large population of minority groups. You indicated, in your own statement, in fact, that crime is on the increase in the rural areas as opposed to the urban areas. Should we limit this program to the urban areas or makeit more expansive?

Mayor Lindsay. A national program has to be administered nationally. We discovered, as I pointed out in my testimony originally, that the crime data indicates the rate of increase outside of the urban

areas is now larger than it is in the urban areas.

The rate of increase in crime rate, not gross numbers, but the rate of increase in Westchester County and Nassau County, outside of New York City-theoretically very wealthy suburban counties-is substantially higher at this moment than it is in New York City. I think you have to cope with that and face up to it and deal with it.

Mr. Cohen, That is all, Mr. Chairman.

## 25. YOUTH GANGS

Mr. Convers. Before I recognize the gentleman from Wisconsin, I might ask the mayor and chief of police and his assistants about the relationship of their ongoing programs and potentially our national concern with the phenomena of youth gangs. What are we doing to deal with this problem and how do youths relate to the dangers of the street and the incidence of crime?

Mayor Lindsay. Youth gangs. Let me start and then turn it over to

Chief Lonergan.

Youth gangs is a phenomenon that seems to come and go, as you well know. Sometimes there seems to be no rhyme or reason or logic as to why they emerge, flourish, and at other times dissipate. It is difficult to discover, for example, what the changing styles are of the gang

For a period of time it has been thought—and I think there is a lot of evidence to support it, although I would hate to make flat statements-that the gang psychology in New York City became antidrug for a period of time. That is probably still true. It may tie in to the very substantial dip in heroin in our city since the middle of 1972. In 1972 it peaked and it has gone down ever since. Maybe some of the treatment programs we have been fussing with for a long time had something to do with it.

#### A. GANGS AND GUNS

The key and the real problem with guns-putting aside any analysis as to why they are there—the biggest problem we have had with gangs is guns. Again back to the guns. Armed gangs with handguns. In some cases there are other forms of weapons. But guns are the most lethal.

I don't have to tell you, Mr. Chairman, that here we are talking about kids 13, 14, 15, 16, 17 years of age, in their teens or subteens,

and in a few cases in their early twenties.

We are also talking about kids who are disconnected from every form of institutional life, including family life—schools, even neighborhoods, peers and seniors, court systems, and most importantly, the job market. Most importantly the job market. These kids are so disconnected that they band together for various psychological as well as physical needs. And from the point of view of terrorizing the community, much of it, of course, has to do with the use of weapons.

Chief Lonergan.

### B. SUMMER ACTIVITY

Mr. Lonergan. I will make a brief statement and ask Bill John-

son to speak because Bill has had experience in this area.

The problem is recognized by the police of New York City, and a good deal of effort is made and assignments are provided recognizing that need of the community for activities that should be fulfilled, such as employment. If employment opportunities are not there, for the summer particularly, then we know from experience that gang activity gets extremely high.

We have provided programs for employment through the mayor's office and through the youth service agencies, to make active use of that spare time. Because when youths are not gainfully employed, they are looking for something to do, and too often that something to

do includes violations of law.

#### C. INCREASE IN YOUTH GANG ACTIVITY

In the city of New York at this moment gang participation is on the increase. We went through a period of time—

Mr. Conyers. Starting when? When did you notice an increase?

Mr. Lonergan. In the last several years there has been an increase in gang activity. We went through a heavy period of gang activity in the early fifties and from that peaking point, it decreased until the last several years. Gang activity is on the increase again in New York City.

Mr. Convers. You are talking about from 1970 or 1971 when you

noted the increase in youth gang activity?

#### D. POLICE DISTRICT RELATIONSHIP TO YOUTH GANGS

Mr. Lonergan. I would say that in 1970 or 1969, we started noticing a large increase in gang activity. And with that increase in gang activities, it was necessary for the police department to address themselves to assigning police personnel. As I described earlier, the city is divided into 72 police sections. It is also subdivided and laid on top of that, are seven areas. And in each of these areas, a centralized responsible officer assigned to address the growing gang concern.

In the city of New York right now, the Bronx—particularly south Bronx, central Bronx—is very heavily gang oriented. And as such, our largest commitment of that kind of personnel is the Bronx area. In other areas of the city there is gang activity, but the largest amount

of gang activity is now occurring in the Bronx and south Bronx and

it goes hand in hand with the changing of neighborhoods.

This is sort of a defense of the turf—this is my playground; this is my play street; this is my park. As that develops, there is then gang or youth conflict. It isn't even organized. It may start out with an ordinary fist fight between two young people and from that there is an escalation in support of that original fist fight into the area. And I say again, in the Bronx area we have noticed and have felt a large increase.

I would ask Mr. William Johnson to address himself to that.

#### E. EFFORTS TO CURB YOUTH GANGS

Mr. Johnson. In addition to the 1,500 youths that the Police Department employed this past summer through various Federal grants, we have two specific ongoing programs designed to deal specifically with the ghettos. One is our youth gang dialog, in which we try to get members of the gang together to sit down at a table with police officers.

Mr. Convers. Is this a police technique or is this a program,

Commissioner?

#### F. DIALOG

Mr. Johnson. This is both a program and a technique, at least to start some dialog between the youth and the police officers. We take them away from the ghetto streets. We use the old YMCA building at Fort Totten, which has a rustic setting, and we sit down and we talk.

#### G. RECREATION

We try to inculcate into them that they have a responsibility, not

only to themselves, but to the community in which they live.

We have been able to reach approximately 500 youths this year and we would like to expand the program to reach more girls, members of the gangs who are female. We started that program this July. And for a period of 3 months, we have reached approximately 60 girls who are members of different gangs. We brought them together to sit down and talk.

But I think most significantly—

Mr. Conyers. What do you tell them? You get them out in this rustic setting, away from the ghetto environment, and here you are,

here they are. So what happens then?

Mr. Johnson. Usually, the first 3 hours they are free to engage in any of the recreational sports, such as softball, or go fishing with some of the police officers off the pier. They come back before lunch and engage in more sports. Then we have a cookout for them. And after the cookout, we sit down, after we have broken the ice, and talk about anything they want to talk about. If they want to talk about a police officer or specific officers, or a specific precinct, or specific project, we start a dialog.

#### H. JUVENILE OFFENSES

Mr. Convers. I raise this question because from our initial impressions, the gang phenomenon and the youth involvement in crime are very much correlated. Do you know what the breakdown is of statistics, by ages, of the felony offenses that are committed in the city of New York? Is it not true that over half of them are committed by young people under 21 years of age?

Mr. Johnson. That is correct.

#### I. YOUTH SERVICES AGENCY

Mr. Conyers. I didn't notice any programs that were enunciated here that dealt with young people, and so I was hoping to find that there was something more going on.

Now, if you are dealing with 500 kids a year in a city your size where the incidence of crime was over 50 percent among them, it looks like we are quite a few years away from getting around to taking every-

body to lunch and fishing.

Mayor Lindsay. Well, in New York in addition to the direct police involvement in the gang phenomenon, we have the Youth Services Agency which is programmatic. They station the youth workers throughout the city in areas where there are youth pressures like gang warfare, working in the streets on a regular basis, using whatever facilities happen to be there and are available.

We don't have enough workers, we don't have as many as we would

like.

# J. EFFECT OF FEDERAL CUTBACKS ON YOUTH ACTIVITIES

In addition, the board of education has passed an after hours recreation program. Again, because of Federal cutbacks, much of that has been cut out.

Mr. Fish. If the chairman would yield-

#### K. WORK WITH PRETEENAGERS

Mr. Conyers. Mr. Fish.

Mr. Fish [continuing.] And the gentleman from Wisconsin is

agreeable to my interrupting his time.

Mr. Mayor, during the last Congress, the chairman and I had the privilege of serving on a committee that spent most of the two sessions on the question of penal reform. We became very familiar with the tragic, almost predictable pattern of the individual that is first picked up at the age of 12 or 13, you can practically predict what institutions of correction he is going to return to for the next 10 years.

I think a number of us came to the conclusion that it was crucial that we reach the age group just below the gang age that you talked about, the ages of 12, 13, 14, 15, before they got into this dreadful pattern

that almost inevitably led to more and more problems.

Have you had any success or any opportunity to undertake working with the subteenager, the person who is not in a gang, either through a junior police patrol or some other way of trying to gain the confidence of this youngster as a preteenager?

#### L. POLICE ATHLETIC LEAGUE

Mr. Johnson. We have a police athletic league that tries to get youth involved in sports and recreational activity. In addition to that, during the summer the police officers of various precincts run recreational programs with the assistance of YSA, the youth services agency of the city, in the various schools. We have the mayor's baseball league, we have the mayor's basketball league, in which police officers and youth, subteens, and teenagers, are involved.

#### M. YOUTH SERVICES AND FUNDING AGENCY

Mr. Fish. Are these all funded by the city?

Mr. Johnson, Yes.

Mr. Fish. As of this date, they are city initiative?

Mayor Lindsay. The police effort is all city. Our youth services agency that staffs the neighborhoods and blocks with you workers is funded with city and State funds totaling \$8 million. The youth counsel bureau is funded at about a half million dollars. Then you have a variety of programs like Model Cities programs, which are working with young people in neighborhoods, and you have the housing authority youth groups that are working with kids among the 500,000 people who live in public housing in New York. You have a variety of different programs trying to attack the problem.

You are absolutely right, Congressman. Very often the key to this is the kids who are 11, 12, 13 years of age, and they are very difficult to communicate with sometimes. They start very early in various pat-

terns that sometimes develop into awful nightmares.

I come back to guns again. Some of the last, worst killings we hadshootings we had in the last couple of months-were by kids in possession of guns who were 14 years of age. Possession of handguns. Very easy to get.

Mr. Fish. Thank you, Mr. Chairman.

Mr. Conyers. The Chair recognizes the gentleman from Wisconsin, Mr. Froehlich.

# 26. The Courts—Reform

Mr. Froehlich. Mr. Mayor, I would like to commend you for coming here today. I think you and your panel have provided us with very informative, important information.

You have made a comment on the courts. Since this local discussion is somewhat general, do you have any suggestions—regarding court reform? I assume that in your city, the courts are controlled by the State government. Is that correct?

Mayor Lindsay. The principal criminal court structure is the State supreme court; yes. But then for nonfelony cases, there is what we call the criminal court, in which the judges are appointed by the mayor.

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That is below the felony level.

#### A. CASE BACKLOGS

We have 10 major correctional institutions in the city, funded by the city, run by the city. Our problem there is overcrowding and the rest of it. Those are detention centers. The problem there is the absence of movement on the disposition of those cases. You have kids in those centers that are waiting an average of 4 or 5 months for some disposition of their case. The production line has to begin there and on cases in the State supreme court.

Adding a lot of new judges doesn't appear to be the answer. We have done that. We have leaded on additional judges and it does not make the system work any better. It needs to be overhauled.

Mr. Froehlich. Do you have suggestions as to the specifics of the

overhaul?

Mayor Lindsay. We submitted to the State legislature an omnibus program for the overhaul of the whole system. Part of it includes the elimination of the way in which judges are selected. Judges in the State Supreme Court of New York are elected. We are trying to abolish that.

At least some of us are; I am, and the bar association is. But it is not a very popular reform to fight for. We argue that the election of State supreme court judges in New York is irresponsible. I say it is irresponsible because nobody knows who they are responsible to. They are put on the ballot in the backroom, usually between three-party deals. Ninety percent of all the judges are the result of integrity deals that are made, and from then on, whom do they respond to?

It would be even better if the judges went back in the clubhouse occasionally. At least there would be somebody around to ask a question

on what is being done to make the system work better.

I am not blaming the judges; it is the system that is bad. There has been some progress made. Through the Criminal Justice Coordinating Council of New York, on which the presiding justices of the State supreme court are represented, we have pumped in quite a bit of money, including some Federal seed money, to do some things that improve the systems, and there have been gains made. Some of those gains have been made because the presiding justices of the State supreme court in New York City had the wisdom to put some administrative talent at the very top, and they are beginning to force some improvement. That is all to the good.

The same has happened in the civil courts, too. So we are beginning to see some gains, largely because at long last the senior judges have begun to realize that something has to be done and they are doing it.

Mr. Cohen. Would the gentleman yield?

I agree completely with you on the election of judges, but are you referring to the highest court in the State of New York? Are they

elected or appointed?

Mayor Lindsay. They are elected, also. The highest court is the court of appeals. This past year the Governor came forward with a bill that would end the election of court of appeals judges and provide for their appointment instead.

Mr. Cohen. I think despite the defect in the system, New York has enjoyed one of the most prominent reputations as far as producing quality supreme court decisions out of that State. Unless things have

changed from my law school days, we looked to New York for the best opinions. I think despite the system, we can't look to the top level of

the court system and say that is where the fault is.

Mayor Lindsay. You are not going to get a productive criminal justice system unless you have vigorous leadership from both the presiding justices, whomever they may be, and the bar. For the most part that has been lacking over the years. That is one reason why the criminal justice system, from the point of view of the courts, has deteriorated in every State in the country.

We are beginning to get some winnings now because there is a high demand for it. As I said, we made some gains in New York City, but we are due a lot more if very basic reforms are brought about in the system itself. One of the reforms should be the method of selecting of

judges.

Mr. Conyers. Any further questions?

# B, SUPREME COURT CRIMINAL DECISIONS AND POLICE OFFICERS

Mr. Froehlich. Mayor, would you suggest any need for a change in the way the U.S. Supreme Court had been handing down decisions in the criminal area that almost forces a police officer to be a constitutional lawyer to make an arrest?

Mayor Lindsay. That's an endless subject. I don't want to spend too

much time on it.

But it is true. The system of law is very complicated over the United States and it is true, also, that the policeman has to be very knowledgeable as to what the rules are. They have to be guided by very competent lawyers in the police department and they have to be guided by very competent lawyers in the highest legal office in any community. It is an onging thing.

C. CONSULTING LAWYERS

Mr. Froehlich. Do you have lawyers in your police department to

consult with the police?

Mayor Lindsay. Yes. We have the corporation counsel, which is a staff of 600 lawyers, as our top legal arm of the city, which is under law the lawyer for the police department, the commissioner, and for all other aspects of city life. And that team of lawyers works with the house counsel, as it were, in the police department and other agencies, and they are constantly reviewing the problem.

For example, take the most recent Supreme Court decision on obscenity. We have a team of people that meet every week trying to figure out what the rules are and how to enforce them in areas like Times Square. This is a team of police, top corporation counsel, and

other lawyers trying to figure out exactly where they are.

That kind of thing happens on a daily basis. We meet regularly with the district attorney on that and other subjects, trying to figure out exactly what the police can do by way of arrest and what the district attorneys feel they can prosecute, what they feel are gray areas, and what areas cannot be prosecuted. That is a constant dialog that goes on all of the time.

# 27. BUDGET FOR COMMUNITY INVOLVEMENT

Mr. Froehlich. In your budget of \$1.2 billion for criminal justice, what percentage or what amount would you say is used in the area of citizen involvement in community relations? A rough estimate.

I know some of your police officers are part-time and in that operation, but what is your total effort out of the \$1.2 billion for community

relations?

Mayor Lindsay. Out of a crminal justice of \$1.2 billion, a very small portion, \$2 or \$3 million perhaps is involved directly in this area of citizen involvement.

In direct costs, maybe more than that. What would you estimate?

#### A. CITIZEN CONTRIBUTION

Mr. Lonergan. I believe the citizens provide their own automobiles, provide their own walkie-talkies, provide their own way station. It is hard to measure their involvement on a cost factor because the gasoline that runs the car, purchase of equipment, is all done by themselves. We don't fund that.

I often make a remark, and I might make it again, I worked in all of the busy sections of the city, and I would rather have a walkie-talkie with me than a firearm. And if you just go over that statement for 1 second, all of our auxiliary police are on the street without firearms. Many of them are without even a walkie-talkie. We grant them a walkie-talkie when we have one that a police officer is not using. But in this area of involvement, first, I ask the committee think in terms of those volunteers unarmed, unable to communicate, walking the same "dangerous streets" that we police officers are walking.

In answer to the question, of the involvement cost factor, I would say off the top of my head, we run in the area of maybe \$4 or \$5 million.

Mayor Lindsay. If you add it all up, maybe it would come to \$15 million. The block security I mentioned, this program here is a \$7 million program. The auxiliary program is \$1.5 million in direct costs to the city and taxpayers. The total may be 15 or higher; 15, 16, 17 million.

But that is not the point. You don't measure the real value in dollars. If you even stretch it to \$20 million out of \$1.2 billion, it is very small. The real value is in the massive time that is contributed by people, their hours, their personal involvement, sometimes their personal safety that they contribute, and you can't buy that in dollars and cents.

Mr. Froehlich. We understand that, and the reason I asked the question is perhaps this is the best bang for the buck the Federal dollar can get in this whole area, and that is why we are addressing ourselves to that type bill.

Mayor Lindsay. That is true, but don't forget my original tenet that that won't work without the highest level of police professionalism and close supervision by police; and training. That is the beginning point, really.

Mr. Convers. I want to thank the gentleman from Wisconsin.

We have two more Members who desire to be heard. First of all, the gentlewoman from New York, who is a member of the Judiciary Committee, Elizabeth Holtzman.

Ms. Holtzman. Thank you very much, Mr. Chairman.

I want to say thank you again, to the mayor from my city, for very

important testimony on a crucial matter.

Throughout the city and in my district as well, our storekeepers and merchants are now closing down their stores, people will not walk the streets day or night because of fear of crime. I am pleased to see LEAA legislation passed this year which may take care of some of those administrative problems by getting funds quickly to New York, especially the possibility the States may now make a bloc grant to a city instead of an application.

Mayor Lindsay. That is a very important point I am delighted to

mention. That bill is a very important thing for all cities.

# B. COMMUNITY INVOLVEMENT PROGRAMS AND THE REDUCTION OF CRIME

Ms. Holtzman. I would hope the city takes advantage of that and the State is lenient and receptive to it and we get the funds we need really for some of these neighborhood community involvement pro-

grams. I think it is basically a very satisfactory idea.

I would like to get from you, in terms of pricing for this legislation, in terms of focusing the attention of Congress, how effective these local groups and community involvement programs have actually been in stopping crime and making people feel secure about being in the neighborhood.

Mayor Lindsay. We think they have been effective. We think they have made a contribution. It is hard to say about reduction in the

crime rate. Robbery, for example, at least is going down.

It is hard to measure these things to which you can trace better crime protection through that. It is hard to measure how all of this I have been talking about this morning contributed, if it did, to the drop in New York City to so far down the list of the major 25 cities in overall crime rate.

Not that it makes any citizen feel better, if in your district you feel threatened. That citizen couldn't care less about New York being 19 and 18 cities being ahead of it. That citizen cares about his or her safety

and he or she is right.

Ms. Holtzman. I guess the question then would be, or does anybody else you have brought with you, have any doubt that helping community patrols, properly supervised and properly trained, and helping community involvement would help reduce crime in the streets?

Mayor Lindsay. I have no doubt about it at all.

# 28. NEED FOR COMMUNITY PROGRAMS—MINORITY RELATIONS WITH POLICE

Mr. Lonergan. I am familiar with your area, Congresswoman. You know the area much better than I do, but we couldn't exist in areas of Brooklyn, in your Spanish, Italian and black communities, unless we had these programs going. They just wouldn't talk to one another and the police become a third party, generally, to all of these kinds of confrontations because of what happened—a custom, a culture.

Many people are not familiar possibly with your section. I can describe some of the orthodox wearing of clothes, that which most

people are used to seeing. Sometimes it draws attention. This drawing attention to clothes is a confrontation. And they escalate. Only because of the fact we have that kind of dialog, the fact a group of rabbis sat around my desk yesterday and we went over Rosh Hashonah and went over Yom Kippur, and the concerns of that religious community traveling those streets dressed in the garb that brings attention to them, we could not operate without that involvement.

Mr. Johnson. There is another example. In certain neighborhood shopping centers, merchants closed as it approached dusk and people deserted the streets. Because many people felt the need to shop after they came home from their daily chores, they approached the police department and asked what would they do to make that particular street safe, because it was known for its muggings and robberies. With the auxiliary police program and the merchants, we sat down and the merchants agreed to stay open at night and the auxiliary police agreed to patrol that shopping area so the people could shop. And that area which was about to die is living and lively.

Ms. Holtzman. Thank you. The answer has been very helpful to me, and I hope the rest of the Congress will pay heed to that.

Mr. Conyers. The next Member from New York, Congressman Bingham, is really the Member of the Congress to whom we are indebted to for introducing to my knowledge, the first proposal of this kind. I recognize him at this time.

Mr. Bingham. Thank you very much, Mr. Chairman. I appreciate your comments. I appreciate your invitation to be here today to

participate.

I think the mayor has submitted a splendid statement. I think it is comprehensive and puts the citizen involvement in perspective. And I am particularly happy to hear him come down hard, as he has before, on the subject of gun control, which I guess I am something of a nut about, but I think that is one of the key problems in this whole area.

I would also like to take this opportunity to say that I think under the leadership of Mayor Lindsay, the New York City Police Department has made great strides, and I think Commissioner Murphy was a splendid choice and did a magnificent job, and apparently Mr. Cawley is continuing the same line. And I think particularly this has to do with community involvement, community relations, some of

the subtleties of business administration.

Perhaps, having watched the District of Columbia Police Department in operation, I would say still I think the New York City police have something to learn from the District of Columbia police in terms of their ordinary day-to-day involvement with the people of the city. I notice the tone in the District Police Department that I consider quite remarkable in terms of their attitude toward citizens. It is kind of a friendly, respectful attitude that I think is sometimes missing in our New York City police.

# 29. Direct Funding to Nonprofit Agencies

But passing them, I would like to ask you specifically then, Mr. Mayor, whether you have objection to the type of procedure that is contemplated in the bill before us that is in title II, the procedure

which contemplates direct Federal grants to nonprofit agencies, the same kind of thing called for in my bill. I wonder if you care to comment on that.

Mayor Lindsay. I think for the most part, your smaller grants particularly all ought to go through your local government. I don't think it ought to be direct. There can be careful exception to that.

I mentioned before you came in, the VERA Institute on Criminal Justice as an example of the kind of institution that has the capacity to work well with local government. They should have direct funding. But I would be very careful about it.

I think any broad-scale direct funding of neighborhood groups is very risky. I would not recommend it. I think it could lead to a prob-

lem of vigilantism that would be very destructive.

Mr. Bingham. I wanted to ask you about that.

## 30. VIGILANTISM

The National Advisory Commission on Criminal Justice Standards and Goals made some reference to this problem of vigilantism in its report. Do you see this as a problem? I know some members are concerned about it. Has it emerged in any of your New York City activities?

Mayor Lindsay. Yes, I do see it as a problem. I think you have to be very careful about it. That is why we provide community groups with the trappings of police power in one form or another. We have to make so certain that it is under the control of the regular police at all times, or otherwise there would be a problem and a backlash to it.

I don't know, I have not been in the last several months in enough other cities or met with the U.S. Conference of Mayors enough to know whether they have experienced the same phenomenon we have experienced in New York, of people on the street when they see a crime in action taking it in their own hands to do something about it.

We had two serious instances where people on the street did take the law in their own hands. In one case they almost killed a perpetrator. Two police officers were hurt, one was injured quite seriously. They came to the rescue very rapidly and saved the perpetrator. He was nearly killed.

That reflects a lot of things. Before that happened, we knew there was a phenomenon taking place, under which, hopefully, we would never have another Kitty Genovese crime that took place 10 years ago in New York City, when in full hearing of a large community, a woman—this goes back to 1963—a woman in Queens was murdered on her doorstep, with hundreds of people listening and some even watching, and nobody did anything about it.

That has all changed, we believe. Whether the pendulum has swung so far that there are going to be more incidents of the kind I have described on the street, where thank God the police were there so fast nothing happened, I don't know. But I am convinced that if, as we hope citizen involvement will become so popular in all parts of the city, that there is a rush of people to involve themselves in this action, it is all the more important, in my judgment, for the police to handle the control, to channel it, to supervise it, discipline it, and have it reported.

Mr. Bingham, I certainly agree with that. It is also a very strong

important part of it that the citizen patrols not be armed.

Thank you very much, Mr. Chairman. I appreciate the opportunity. Mr. Conyers. I appreciate the mayor and all of his assistants attending this hearing with him. I know you have a time bind and so do we.

Could I ask counsel, Maurice Barboza, to ask one question that summarizes a number of things we have hanging. For the rest, we will be in touch with you by mail. Your offer is generous to continue your interest in this legislation.

I recognize Mr. Barboza.

## 31. Administration of Act LEAA or CRS

Mr. Barboza. Mr. Mayor, recently the National Advisory Commission filed its final report on criminal justice standards and goals. One of its four main priorities for reducing crime was involving the community in crime prevention.

You stated that cities should have professional police forces. Well, on the Federal level or local level, do you believe that there should also be a professional agency to deal with the community directly in de-

veloping community relations programs?

The first question is, has LEAA provided that type of leadership and, if not, what other Federal agency could provide it? Could the community relations service? CRS is involved in developing community relations programs throughout the country as a part of its responsibility in working with communities and citizens in helping to solve grievance problems. They have assisted the development of police-community relations programs and have attempted to find funding for citizen programs. Have you had any dealings with CRS and in your opinion is it a professional Federal agency that could work with communities in developing this program?

Mayor Lindsay. I am very very skeptical, very doubtful it can be done from Washington and I am very doubtful it could be done by any Washington-based governmental agency based in the neighborhood.

I think it has to be done by the fully accountable traditional grant-in-aid system, which is tested and which works. But I am very skeptical it can be done by any agency outside of the police, for example, if we are talking about community involvement in public safety, which means police work or work related to police work. I think it has to be through police. I think it will not work otherwise.

Mr. Barboza. Not in terms of administering programs, but in terms of working with cities in securing help, providing standards and evaluate programs. I do not mean a direct federally administered program, but one which works with the cities in helping to provide re-

search and technical assistance.

Mayor Lindsay. Up to a point. I think there has to be a clear under-

standing of that role.

We had a case recently when the Justice Department Community Service officers in New York City really aggravated a very dangerous, difficult situation. I am not blaming them at all, I am really not.

Particularly, this is the case where the community service officers thought they would be helpful by siding with the community, saying the city should provide more services here, more services there, your cause is just, et cetera.

I was tempted to call them in my office and say,

How can you Federal people say this. You cut Model Cities, impounded all housing, you are shrinking all specialist services for kids in the school system, knocking out health money, cutting back this, that, and the other, and yet you as representatives of the U.S. Government come in the community saying the local government ought to cover more services. You ought to keep your hands off.

I didn't do it, but I was tempted to do it because it was a very dan-

gerous situation.

Mr. Conyers. Thank you, Mr. Mayor. We would like to delve further into this question, but you have to go and so do we. But the associate counsel, Mr. Cook, has a question. You may answer it in correspondence if you wish and it would be added to the record.

# 32. Equipment of Citizen Patrols

Mr. Cook. Thank you, Mr. Chairman.

There has been much concern expressed here regarding the weapons and the equipping of the various patrols. Since your statement listed five different patrol groups within New York City, perhaps you could indicate in a written statement how each of those groups is equipped.

For instance, you indicate some have walkie-talkies and some not.

You indicate none are armed.

Mayor Lindsay. No weapons.

Mr. Cook. Perhaps you could indicate under the various categories how each is equipped and how each functions.

Mayor Lindsay. We would be happy to do that.

[The information referred to follows:]

THE CITY OF NEW YORK POLICE DEPARTMENT, New York, N.Y., October 4, 1973.

Hon. John Conyers, Jr.,

Chairman, Subcommittee on Crime, Committee on the Judiciary, House of Representatives, Washington, D.C.

Dear Congressman Convers: Pursuant to a request by Minority Counsel during public hearings on September 13, 1973, for additional information concerning the equipment used by civilian patrols in the City of New York, the following

information is forwarded.

There are three basic types of civilian patrols in the City of New York; Auxiliary Police, Housing Authority Tenant Patrols and patrol groups under the Block Security Program. Members of these groups have only those legal powers possessed by ordinary citizens and are not authorized to carry deadly or dangerous weapons. Traditionally, members of the Auxiliary Police have been equipped with nightsticks. The Auxiliary Police wear uniforms identical to those worn by the New York City Police Department sworn personnel, except for a distinctive star-shaped badge. Members receive an initial \$75 allotment for the purchase of uniforms and those that perform a minimum of 126 hours of patrol duty a year receive \$75 annual maintenance allowance. They are equipped with portable radios that connect each team directly to the Police Department's communications center.

The New York City Housing Authority Tenants Patrol consists of concerned residents of housing projects who patrol on their own time in the corridors and on the grounds of the City's 180 such complexes. The Housing Authority supplies each member with a distinctively colored jacket and/or shirt on which the words "Tenant Patrol" are prominently displayed. The Authority has provided some of these patrols with radios that connect directly to the Housing Authority Police communications system and additional funds are being made available

to substantially increase the number of radios.

Citizens interested in starting a patrol program may fund some of their equipment through the Block Security Program. Through this program, block and business associations receive funds on a matching basis from the City for the purchase of security related material. Patrol equipment may consist of

portable radios, multi-colored safety vests, hand held alarms, whistles, and flashlights. The purchase of weapons and dogs are specifically prohibited under the program.

If you are in need of additional information concerning this matter, please feel

free to contact me at 212 978-7654.

Yours truly,

Adam Butcher,
Deputy Inspector,
Commanding Officer,
Crime Prevention Section.

Mr. Conyers. I am going to call out to the airport to let them know the mayor is coming. I don't know if that will do any more good for

him than it does for me.

I would like to recognize the fact that many of the youngsters in our audience, Mr. Mayor—and you are interested in young people—are eighth graders in junior high school at our Lady Queen of Peace, brought here by Sister John Elizabeth and Sister John Irene. We are very happy to have them.

The first set of hearings stand in recess until 2 p.m. [The prepared statement of Hon. John V. Lindsay follows:]

## STATEMENT OF MAYOR JOHN V. LINDSAY

I am pleased to appear today before the Subcommittee on Crime of the House Judiciary Committee regarding the Community Anticrime Assistance Act of 1973.

In recent years, no subject has generated as much heated rhetoric, political debate, and public studies as the problem of crime. We have seen this traditional subject of local concern elevated to a national issue with presidential candidates debating crime statistics and Attorney Generals being personally blamed for crime. No fewer than four Presidential commissions have studied aspects of the

crime problem since 1967.

But despite all the noise and heat, the national government has hardly given us forceful, courageous, or effective leadership. Declarations announcing the "end of crisis" and the turning of the corner neither end a crisis nor turn any corners. All of us know the level of fear and insecurity that still exists in almost every community of America—large and small, urban, suburban and rural, north and south. Indeed, one of the extraordinary changes in national consciousness over the past few years has been the spread of crime and the widened sense of fear to every corner of the land. Ironically, some of the nation's major cities—long portrayed by the media as the centers of crime—are now faring relatively better than many small cities and suburban cities and suburban areas who are suddenly feeling increased crime pressures and are far less well prepared to cope with them.

My own City suffers frequently from this misconception. We certainly have serious problems, but we worked hard to reform, modernize, innovate and improve our anti-crime programs. Seven years ago, when I first took office as Mayor, New York City had the second highest over-all crime rate of the nation's twenty-five largest cities. In contrast, the most current F.B.I. statistics for the first three months of this year show that we are now 19th in overall rate of crime.

This is, of course, hardly grounds for satisfaction or relaxation of our efforts. Crime remains the single greatest concern of the people of my City. And we are responding by intensifying our efforts in virtually every area of law enforcement and crime fighting.

These efforts include:

—Hiring 3,150 new police officers this year, raising our Police Department to 31.232 by the end of the year. We are also hiring 2,300 civilians, most of whom will perform clerical and administrative functions, thereby freeing police for direct street patrol and law enforcement duty. Total Police Department personnel by this year's end will be 38,000.

—To strengthen street patrols while this hiring program is proceeding. I have just authorized \$3.5 million in police overtime through the end of the year.

—We have totally modernized police facilities, building the nation's most modern Police Headquarters—a \$50 million structure scheduled to open next

month—and 28 new police precinct station houses in a six year period, more than

were built in the last 65 years combined.

We've established the most modern police emergency communications network, with the first 911 dangerous emergency number, a \$5 million SPRINT computer dispatch system, over 4,000 walkie talkies to connect every man on patrol, and we are now proceeding with the installation of 14,000 street-corner policefire emergency voice call boxes.

We have innovated with patrol techniques, using decoy anti-crime teams and

neighborhood police teams with remarkable success.

We have substantially increased our police narcotics enforcement unit from 200 to 700 men, with primary emphasis on the large-scale drug dealers, and have joined with the Federal government in a unique and highly successful Joint Nar-

cotics Task Force composed of 250 officers.

All of this has helped, as has our massive expansion of narcotics treatment programs. We now have 56,000 addicts in treatment-34,000 in methadone maintenance and 22,000 in drug-free programs. This represents 45 percent of our city's estimated 125,000 addicts. A recent survey of the next 12 largest cities showed a combined total of 220,000 addicts, but only half as many addicts in treatment as New York City. No other major City has even 25 percent of its addict population in treatment. And we are continuing with an aggressive outreach program that locates addicts in prisons, hospitals, courts, police stations and out on the streets and persuades him to enter treatment.

Recent evidence indicates that these efforts have taken hold and that our heroin addiction problem has leveled off if not declined. Each of our four major indicators of addiction showed this for the first five months of this year; addict admissions in our prisons dropped 40%; addict-related crime dropped steadily; non-transfusion serum hepatitis cases, that have risen steadily for seven years, declined by 80 percent; and narcotics overdose deaths dropped about 20 percent.

This is some grounds for encouragement and further evidence that the police cannot win the battle against crime alone. Indeed, unlimited police resources even with the support of an efficient and effective court system—which exists nowhere in this nation—cannot provide the kind of security we want and so desperately need.

Recognizing this, we have continued to search for new and more effective ways to bring more people and more resources into our anti-crime programs. We are enlisting thousands of volunteers to supplement the police by providing additional eyes and ears to detect trouble, and others who patrol in uniform to help deter crime. We have made a substantial investment in relighting over half of our City's streets, upgrading security systems in public areas and buildings, and in encouraging private property owners to do the same.

Let me summarize the different types of programs now underway:

First, there are several programs that increase patrol coverage of neighbor-

hoods and buildings.

1. Auxiliary Police.—The Auxiliary Police was established by law to allow volunteers trained by the police to perform patrol and other support services. For many years, participation ranged between 1,000 and 3,000 members. In the last 2 years, with a major recruitment effort, we have reached a force of 5,600 active members with a goal of 10,000 by the end of next year. Auxiliaries spend an average of one night a week on patrol, providing increased visibility and protection along heavily traveled streets and shopping areas, and 50 auxiliaries are performing mounted duty in parks and beaches. To strengthen their work, the City is now providing a \$75 uniform allowance to all new members, purchasing 1,100 walkie talkie radios to supply each team on patrol, and providing an annual uniform maintenance allotment of \$75 a year for those who serve a minimum number of hours annually.

Citizen Patrols.—There are an estimated 75 groups with over 3,000 members in civilian patrols, often using their own automobiles and communications equipment. For some years, the Police Department was wary of these efforts, but we now work closely with them, encouraging discipline and professionalism, and coordination with local police, and we often provide free office space for

base radios in the precinct house.

 Tenant Patrols.—The City's Housing Authority with 500,000 residents, itself constitutes one of the nation's largest cities, with its own police force of 1,600 men. The Housing Authority has done pioneering work in development of tenants patrols to guard lobbies and hallways and tour project areas. In a few short years, the Authority has recruited 11,000 residents in this program, providing

them with jackets for identification and communications equipment. I should add that our city government also finances a third independent force, the Transit

Police with 3,600 members.

4. Blockwatchers.—The Blockwatchers program is an attempt to formalize a relationship with citizens to serve as eyes and ears for the police. Blockwatchers are trained in basic identification and crime reporting procedures and agree to notify the police of any suspicious conditions they observe. There are now more than 6.000 Blockwatchers who have completed training and are

registered with their local precinct.

5. Private Patrols.—The business community has also organized similar programs to intensify patrol coverage. The most ambitious effort has been sponsored by the Association for a Better New York under which 33 private building owners in midtown have supplemented their night-time security forces, linked together with the policy by a communications network, and moved private guards out of the buildings and onto the streets. Sixty doormen and building superintendents have also been trained by the police as Blockwatchers.

Taken together, these various patrol programs have added thousands of additional people to our City's streets each night to deter crime, provide a sense of security, and gather information for the police on suspicious and illegal activities. There are risks involved, and care must be taken to guard against over-zealousness on the part of some individuals who might seek to assert extra-legal authority. In general, we have found our best approach to be a close working relationship with the police, including professional training and ongoing supervision and coordination, that makes clear to those involved the difference between their roles as private citizens and the function and powers of the police.

A second type of anti-crime effort has been a substantial increase in resources

to prevent crimes and improve security systems.

1. Street Lighting.—In the past two years, the city government has committed almost \$40 million to relight 3,700 miles of streets-more than half the City's streets—with high intensity lighting that deters crime and encourages people to go out at night. This program, the largest of its kind in the nation, has been

extraordinarily popular and successful.

2. High-rise Security.—Using \$157,000 in Federal funds, we are conducting an experiment in the Bronxdale public housing project with various security systems, including closed circuit television in playgrounds and parking lots outdoors, and hallways and elevators indoors, bell-buzzer intercoms, audio monitoring and alarm systems in hallways and elevators. We are also using \$1 million in City funds for basic security improvements in City housing of such items as stronger locks, brighter lighting, window gates and bell-buzzer intercom systems.

3. Operation Identification.—Along with many other cities, we are participating in this experimental program under which citizens use engraving tools to mark valuable property with identifying numbers so that the property can be identified if stolen. Decals notifying of participation in the program are placed on doors and windows to deter break-ins. To date, the experiment has involved 4,500 citizens, who have participated and registered with a central file system. Before

the end of this year, we will expand city-wide under a Federal grant.

4. Merchants Security.—Using a Federal grant of \$250,000, the City is sponsoring a program to provide sophisticated, high-quality alarm and camera surveillance systems of the type usually used by banks and jewelers for 700 local merchants like cleaners, grocers, candy stores, taverns and hardware stores, at substantially reduced rates. The program should deter crime and help stabilize commercial areas. The alarm systems are connected to the central station of a private alarm company, which screens calls and then contacts the police, and the cameras take pictures of everyone in the premises every 30 seconds, aiding the police in identifying robbers, and deterring shop-lifting, bad-check passing, and robbery. The alarms will cost \$6 a month, and the cameras \$8 a month.

Initial reaction to the program and merchant enthusiasm has been so great that I announced plans this week to provide \$11/2 million in City funds to install the system in an additional 3,000 stores over the next six months. This is probably the largest robbery protection program ever undertaken in the nation and if it proves successful it could mean a major new crime fighting weapon for urban police that can effectively deal with armed robberies-perhaps the single most

dangerous and damaging type of crime.

5. Block Security.—This year, New York City began a new crime fighting program that is unique in the nation. The Block Security Program provides matching grants to local associations-block associations, tenants organizations,

merchants civic and neighborhood groups—to help finance locally designed and managed security programs. With \$7 million in City funds, we will assist responsible local groups in financing a wide range of security systems and equipment,

though none of the funds can be used for salaries or weapons.

The response so far has been extraordinary. Representatives of more than 1,100 groups from all neighborhoods of the City completed the first round of training by the police in basic security techniques. 630 of these groups have submitted proposals to the police. Last week, I was pleased to announce approval of the first 73 Block Security Plans totaling \$296,457. Of this amount, the City will contribute \$231,000 and the various associations will raise \$64,000. Each of these plans was carefully evaluated by Police Department specialists to ensure that they meet program guidelines. Included in these proposals are plans to upgrade backyard lighting; to install better locks, solid new doors, and window and storefront gates; purchase alarm systems, bell-buzzer intercom systems and closed circuit television systems for apartment houses, and walkienetworks for citizen patrols. The Police Department is still reviewing the 557 other proposals, and will probably hold a second round for training and applications in the fall.

The Block Security Program should produce important results in upgrading the security of buildings, blocks, shopping areas, and neighborhoods. It uses public money to stimulate private investment and concern for security improvements. But most important, it is bringing people together in local associations to study their needs and initiate self-help programs. We are only funding groups that join together to act for their common protection, that designate one member as a Block Security Officer who is then trained by the police, that take the trouble to study and discuss their own security problems and needs and design a Security Plan, and that raise their matching share of funds. We have found through this program a new spirit and understanding of common protection that has generated a greater sense of community and a closer working relation-

ship with the police.

This program has just begun and it is too new to honestly evaluate. But we are excited about its potential impact in mobilizing the citizens of our City to learn about and act for their own safety through intelligent, careful planning

and joint effort.

The Block Security program stands in contrast to efforts that suggest to people that a police force can do it alone, or that tough-talk, vigilantism, or illegal guns can bring protection. Instead, it may begin a long process of enlisting citizens in the kind of self-help effort that can motivate people to care about their neighbors and their community.

There are various other programs that involve citizens in cooperation with the police, including Precinct Community Councils that meet monthly, Precinct Receptionists who handle citizen problems in non-police matters, and Police-Community Dialogues that foster in-depth discussions of controversial and volatile

subjects.

And there are other types of programs that we are using to involve citizens in

different parts of the criminal justice process:

—For three years, the Bar Association has sponsored a program with 90 volunteer lawyers as neutral Civilian Observers at major protests and demonstrations to observe the behavior of both police and demonstrators and to make public reports and recommendations. This has increased public confidence, protected our police from unfounded charges, and cooled tempers in some potentially explosive situations.

—The City's Board of Correction has enlisted more than 200 clergymen and members of their churches and temples to adopt separate cell-blocks in the City's detention facilities to link prisoners with the community. This has helped to open up our prisons, provide individual concern and attention to personal needs, and relieve tensions of prisoners and guards alike. Volunteer teachers are also working in the prisons to help inmates pass their high school equivalency exams.

—A group of civic organizations have joined as the Alliance for a Safer New York and are sponsoring together a courtwatchers program that sends 61 volunteers into the City's courtrooms to observe and monitor the proceedings. This is effective to educate citizens on the workings of the courts and provide outside scrutiny of judicial proceedings.

These programs indicate an encouraging trend toward increased citizen involvement in the criminal justice system. They also demonstrate that public concern over crime can be channeled into an effective and responsible approach—and not

simply directed toward fear, group suspicions, and a search for simplistic solu-

In recent months in my City, we have seen more and more citizens come to the aid of their neighbors who were being threatened and attacked. An increasing pattern of involvement has been clear. But we have also seen examples of overzealousness where citizens have taken the law into their own hands and acted violently against individuals caught in illegal acts.

I believe that with strong leadership we can direct these energies into constructive self-help activities and I think the programs underway in New York City

illustrate the range of approaches.

The Federal government can be helpful in this type of effort and we would certainly welcome additional Federal financial support for such programs. Many of our City's programs, including Merchants Security, High-Rise Security, Auxiliary Police uniforms, and Operation Identification were begun with Federal anti-crime funds. And our City, which pioneered with the nation's first Criminal Justice Coordinating Council in 1967 that brought together every criminal justice agency in a joint reform effort and has since been copied by Cities across the nation and the Safe Streets Act itself, has always involved community groups and leaders in its deliberations and in its distribution of funds.

But we need more than financial help. For example, very little has been done in the evaluation of security systems and the development of effective and inexpensive security equipment. A crash Federal effort would benefit every City in

the nation.

Perhaps more important is the kind of leadership that the country is given. Law enforcement is a complex, frustrating business and I believe that the citizens of our country understand that. The American people are prepared to participate in sensible, careful programs. And that is the major challenge facing the Federal

government regarding the problem of crime.

That leadership must begin with one action—strong national gun control legislation. Nothing else we do, here or in the streets of America's cities, has such a devastating impact on the safety of our police and citizens as the deplorable lack of legislation regulating guns. We can talk about citizen patrols, Auxiliary Police, better lighting, locks and aiarms but it all fails when faced with any one of the tens of thousands of guns manufactured each week and shipped in interstate commerce across this nation. That deadly trade is the greatest threat to security in our streets, shops and homes, and responsible national action is desperately needed. It is difficult to persuade people to patrol their streets, or keep their stores open at night, or act with restraint when they feel surrounded by illegal guns that threaten their safety. And the greatest burden of this massive national trafficking in guns is borne by the individual police officers in my City and across the nation. In my own City, 33 policemen have been killed since 1966, 26 of them with illegal handguns, And across the nation, 621 law enforcement officers have been killed since 1966, 72 percent of them with handguns. This kind of insanity must be stopped, and only Federal gun control action can bring it to

We at the local level must act decisively, too. Of particular concern are those issues that have tended to destroy public confidence and respect in the police. Most significant have been instances of corruption and the failure of police forces to hire representative members of minority group members. Both conditions must

be dealt with if we are to stimulate meaningful community cooperation,

We have moved aggressively on these issues in New York City. Three years ago, I appointed an independent 5-member Commission (the Knapp Commission) to investigate allegations of widespread corruption. This was the first time in New York City's history that the Mayor has launched such an inquiry into the performance of the police. The work of this Commission, and the forthright and courageous leadership of Police Commissioners Patrick Murphy and Donald Cawley, have created a new climate of integrity in our police force and a new level of respect from the public.

We are also working intensively to improve the minority representation in our Police Department. One of the major disappointments of my eight years as Mayor has been our inability to change this condition significantly, largely due to the rigidities of our State's inflexible and archaic civil service regulations. We have increased the number of minority police from approximately 5 to 9 percent of the force, but that is hardly enough. We are now embarking on a massive recruitment and outreach program in the minority community for the

next police exam to be given on December 15. And we are hopeful of having an

unprecedented turnout of minority candidates for this exam.

We are not here begging for help from the Federal government. We believe that we have earned the right to substantial Federal support based on a solid performance record. We have largely done this ourselves—modernizing our police, expanding narcotics treatment, and involving thousands of private citizens and community groups. We are not fooled by the rhetoric that "the crisis is over." We have lived with that crisis on the crowded streets of our cities for years, and while real progress has been made, we know that it is far from ended. We need help—much more help—in New York City and in all our cities.

And that doesn't just mean an additional several million dollars for popular anti-crime programs. It means courageous action on national gun control; adequate financing for narcotics treatment, which still is not available, and renewed Federal commitment to deal with the deep social and economic problems that have caused so much crime, deprivation and misery. Only action to deal with America's historic legacy of race and poverty can bring real relief to the nation's crime problem. And, for the foreseeable future, this leadership will have to come

from the Congress. I urge you to do what you can to aid that effort.

#### AFTERNOON SESSION

Mr. Convers. The committee will come to order and resume taking testimony on the "Community Anticrime Assistance Act of 1973," H.R. 9175 and H.R. 9809.

Our next witnesses are from Detroit, Mich. We are delighted to welcome and have testify before this subcommittee, Father Malcolm Carron, who is chairman of the board of New Detroit, and the president of the largest Catholic university in America, the University of Detroit.

I can say that with pride, since it is located within the jurisdiction of the First Congressional District of Michigan which I am honored

to represent.

He is accompanied by an old friend of the chairman's, Mr. Lawrence Doss, who is the president of New Detroit. He is formerly a resident of Washington, D.C., and an outstanding businessman and government official. The third member of this party is Mr. Aaron Lowery, the director of the Public Safety and Justice Committee of New Detroit.

I would like to welcome all of you. You have been very patient while the subcommittee heard from our New York witnesses. I have the prepared testimony of both Father Carron and Mr. Doss, which will be made a part of this record. Gentlemen you may proceed in any way that you wish.

First, I will call on Father Carron.

TESTIMONY OF FATHER MALCOLM CARRON, CHAIRMAN OF THE BOARD, NEW DETROIT, ACCOMPANIED BY LAWRENCE P. DOSS, PRESIDENT, NEW DETROIT, AND AARON LOWERY, DIRECTOR, PUBLIC SAFETY AND JUSTICE COMMITTEE, NEW DETROIT

Father Carron. Thank you, Mr. Chairman, members of the committee:

My name is Father Malcolm Carron and I am president of the University of Detroit and chairman of the board of New Detroit, Inc. I am appearing before you as chairman of New Detroit, our city's urban coalition, and with me, as the chairman already indicated, is Lawrence P. Doss, president of New Detroit, and Aaron Lowry, division director for Public Safety and Justice, New Detroit.

We are thankful for the invitation to testify concerning H.R. bill 9175 and to share with you our views on the Community Anticrime Assistance Act of 1973 and its relationship to public safety and justice in America.

Because we think achieving public safety and justice requires total community involvement, participation and support, especially between the criminal justice system and the rest of the community, I will speak for a few minutes about New Detroit's organizational structure and its involvement in seeking public safety and justice for the Detroit community. Lawrence Doss will relate to you our views on citizen involvement in crime prevention programs, police-community relations, and cooperative efforts of the community with the criminal justice system and the impact they can have on public safety and

justice. He will also comment on the bill, H.R. 9175.

Although our experience is limited primarily to Detroit, we think it is applicable to many of this country's urban centers. New Detroit is a nonprofit organization representing a cross-section of volunteer citizens from the Detroit Metropolitan Tri-County Community. The citizens who comprise its 60-member board include industry leaders, bankers, school board members, college presidents, labor leaders, ADC mothers and college and high school students. The trustees are black and white, Christian and Jew, militant and conservative. It is the most complete and representatives cross-section of a metropolitan community that you will find in any organization anywhere in the country. They are men and women who have learned to talk together and to work together to solve common problems. To achieve its objective, we have 14 operating committees. Our public safety and justice committee relates to the stated purpose of the bill at hand, H.R. bill 9175.

During the Detroit civil rebellion of 1967 the major criminal justice system problem was identified as: how to assure every citizen that society maintains a single standard of justice and a single standard of protection for every man and woman. These standards include: (1) Equal protection of the human and civil rights of all citizens in the process of overt search and seizure, (2) Equality of treatment by the legal profession and the courts, in arraignment and bail proceedings, in the quality of defense accorded defendants and in sentences imposed, and (3) Nondiscrimination in hiring and advances in all police forces. In essence, we recognized that mutual trust and confidence in the criminal justice system, especially the police department, must be established before a climate of progress could be assured for the frontal attack on the city's crime problem.

From our inception, broad citizen involvement and participation in improving the criminal justice system has been one of our major objectives. Since the relationship between inner-city residents and the police constituted the largest single irritant of the criminal justice system, we have had as one of our continuing priorities improving police-community relations. New Detroit believes that as long as the relationship between the police and the minority community is a major and explosive source of grievance, tension and disorder, any substantial reduction in crime is remote. We further believe that effective law enforcement will result in increased citizen responsibility and greater

support for those who must enforce the law.

We volunteers of New Detroit have devoted long hours and spent approximately \$500,000 in advocating a single standard of justice and enforcement for all citizens.

I will briefly describe some of the projects that we have been involved in that have helped the community move toward a single

standard of justice and enforcement for citizens in Detroit.

In 1968, the Detroit Police Department recruiting system was determined to be screening out minorities, and the written test was determined to be culturally bias. As a result of a project initiated by New Detroit, Inc. the Detroit Police Department recruiting system has changed and is considered one of the best in the country. It has removed many of the artificial cultural barriers from the screening process, and the number of minorities has increased from 363 in 1968 to 848 in 1973. A large group representing business, industry, community groups and police officer associations assisted the University of Chicago in developing and implementing the system for the department.

In 1968 and 1969 we provided \$5,000 to the Detroit Police Department for establishing Boy Scout posts in each precinct as a means of improving police-community relations. In 1969, we also paid \$8,000 for a problem identification study of the Detroit Police Department. The study was designed to identify significant problems and to suggest

major recommendations to correct the problems.

From 1969 to 1970 New Detroit provided approximately \$60,000 for a major police-community relations project. The project took the form of a 23-member citizens committee appointed jointly by the then mayor of Detroit, Jerome P. Cavanagh, and Max M. Fisher, the 1969 chairman of New Detroit, Inc. The committee consisted of eight police officers, eight citizens at large, and seven representatives of the black community. Its responsibility was to make recommendations for improving police-community relations. The committee's report listed 74 recommendations. New Detroit provided \$35,000 to the department to hire a consultant to assist the department in implementing the recommendations. All but three of the recommendations have been implemented or are in the process of being implemented. Among the recommendations were the establishment of a civilian position of recruitment and replacement, the adoption of an affirmative action hiring plan, in-service training for policemen, initation of polices citizen programs, better control of firearm use and improvement of street lighting in high crime areas.

From 1970 to 1972 New Detroit paid approximately \$200,000 for the services of three consultant firms to assist the Detroit Police Department in improving its operations and management capabilities. The major purpose of the project was to release more manpower from administrative positions and make them available for street duty and increased service to the community. The project resulted in approximately 18 percent more manpower being released for street duty.

In 1970, New Detroit provided Detroit Recorder's Court \$10,000 for its release on recognizance (ROR) pilot program. The program was funded jointly with Wayne County and LEAA funds. The program's goals of reducing the average daily population of the Wayne County Jail, eliminating, for some, the demoralizing effects of a "jail sentence" prior to a legal adjudication of guilt and assuring that the poor are

not penalized or denied their freedom pending trial simply on the basis of being poor, have been accomplished without an increased risk

of the department to relate to youth.

In 1970, we provided \$30,423 to Wayne State University for a "study of the values and attitudes of Detroit black and white police officers." The program was geared toward improving police functions through better communications between black and white police officers in the Detroit Police Department.

In 1971, we provided seed money of \$10,000 to assist the police department in establishing the police athletic league (PAL), an effort

of the department to relate to youth.

In 1972, New Detroit provided \$33,150 to the Guardians, a black police association, to host a 2½-day conference. The major objective was to mobilize among select community areas where black police officers saw critical community relations problems, ongoing local community support structures to implement recommended changes in police-community relations which resulted from the conference.

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mary election last year.

In 1972, a grant of \$14,000 was provided to underwrite the administrative and operational needs of the Wayne County Jail Advisory Committee. The committee, consisting of broad community representation, was jointly appointed by the chairman of New Detroit and the Wayne County Board of Commissioners. A comprehensive report consisting of 76 recommendations concerning present jail conditions, alternatives to incarceration, and approaches to building and financing a new facility was presented to the commissioners. The commissioners have spent over \$2 million in improving conditions at the jail. The use of alternatives to incarceration along with a more progressive bail bond system has resulted in the Wayne County Jail population being reduced from a monthly average census of 1,400 to 600.

In 1972, New Detroit also provided \$29,881 to assist in starting the Detroit Transient Alternative Runaway Home. The goal of the project was to provide a residential program for runaways (13–17 years of age) who have left their homes because of unresolved conflict with their parents or guardians, their school, or with law enforcement authorities. The program is an alternative to commitment to correctional

institutions.

In 1972, we provided \$2,369 for a protective services training program for Murray-Wright Senior High School. One of its objectives is to develop a better understanding of the public safety process and greater confidence in its efficacy. The program starts in the 10th grade.

In 1972, New Detroit funded the Webber Junior High School drug program at a cost of \$5,000. The pilot drug prevention program attempts to counteract the ever-increasing incidence of early addiction among youth at the crucial junior high school age.

The above projects are but a few that we have and are involved in. They concern a great deal of community involvement and have a great deal to do and quite an impact in improving police-community

[The prepared statement of Rev. Malcolm Carron follows:]

STATEMENT OF MALCOLM CARRON, S.J., CHAIRMAN OF THE BOARD OF NEW DETROIT,

Mr. Chairman and distinguished members of the committee. My name is Father Malcolm Carron and I am president of the University of Detroit and Chairman of the Board of New Detroit, Inc. I am appearing before you as chairman of New Detroit, and with me is Lawrence P. Doss, president of New Detroit, and Aaron Lowery, Division Director for Public Safety and Justice, New Detroit. We are thankful for the invitation to testify concerning H.R. Bill 9175 and to

share with you our views on the Community Anti-crime Assistance Act of 1973

and its relationship to public safety and justice in America.

Because we think achieving public safety and justice requires total community involvement, participation and support, especially between the criminal justice system and the rest of the community, I will talk for a few minutes about New Detroit's organizational structure and its involvement in seeking public safety and justice for the Detroit community. Lawrence Doss will relate to your views on citizen involvement in crime prevention programs, police-community relations cooperative efforts of the community with the criminal justice system and the impact they can have on public safety and justice. He will also comment on

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approximately 18% more manpower being released for street duty

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to incarceration along with a more progressive bail bond system has resulted in the Wayne County jail population being reduced from a monthly average

census of 1,400 to 600.

In 1972 New Detroit also provided \$29,881 to assist in starting the Detroit transit alternative runaway home. The goal of the project was to provide a residential program for runaways (13-17 years of age) who have left their homes because of unresolved conflict with their parents or guardians, their school or with law enforcement authorities. The program is an alternative to commitment to correctional institutions.

In 1972 we provided \$2,369 for a protective services training program for Murray-Wright Senior High School. One of its objectives is to develop a better understanding of the public safety process and greater confidence in its efficacy.

The program starts in the 10th grade.

In 1972 New Detroit funded the Webber Jr. High School Drug Program at a cost of \$5,000. The Pilot Drug Prevention Program attempts to counteract the ever increasing incidence of early addiction among youth at the Crucial Jr. High School age.

The above projects are but a few that we have and are involved in.

Father Carron. Now I would like for you to hear from Lawrence Doss, the president of New Detroit, who has some additional comments for the committee.

Mr. Doss. Thank you very much, Father Carron.

Members of the committee, it is a real pleasure to be here with you today. It is especially a pleasure to be here with a committee that is chaired by my able and long-time friend and associate, Congressman Conyers. I am confident that we are going to have new and innovative and vigorous things happening on one of the Nation's great problems, the problem of crime, because I know that you will bring it the same wisdom and leadership through this committee as you have brought to so many endeavors that we have worked on in Detroit.

I am not going to try to go entirely with the statement, but there are some points in the statement that I would like to capture verbatim.

Prevention and not apprehension is the key to the reduction of crime and promotion of safe streets. Prevention and not apprehension. Apprehension, which we are pouring billions of dollars into in our communities around the Nation, has not done the job. We have got to think of some really new innovative approaches and I think the key to those is prevention, and prevention can only work effectively with an adequate level of community involvement and a very effective level of community support.

Since the criminal justice system most directly affects the lives of the poor and disadvantaged, equal employment, decent housing and a good quality of life for all is the best approach to the prevention of crime. These conditions are also the least likely of immediate improvement. The next alternative is to seek the cooperation and commitment of all of a community's resources, both public and private, to deal

directly with crime prevention.

It should be obvious that government alone cannot make streets safe. For many years, the administrators of the criminal justice system, along with select public officials, have attempted to reduce crime alone. They closed their ears to the voice of the private sector or other members of the general public who were echoing major concerns. The concerns related to the unequal and unfair administration of justice in the criminal justice system. The history and background of those concerns are well known. The concerns have led to a loss of public con-

fidence in the criminal justice system to correct its own shortcomings alone.

To restore the community's confidence in the system requires opening the system to the total community, especially those who historically have been denied a voice in problems that affect them the most, and those who have a relation to or an interest in the problems of crime. The system can benefit from the special knowledge and points of view of those outside of it. To do so, the system must be prepared to openly exchange dialog and involve the rest of the community.

Only when you have an informed, satisfied and involved community will you have a confident and supportive community. At a time of growing realization of the necessity of community support of the criminal justice system there is a great need for diversified community involvement in developing and implementing plans to

prevent and control crime.

Business, industry, social agencies and private organizations have resources that are essential to the prevention of crime and the rehabilitation of offenders, which is another very effective preventive effort. The church, ex-offenders and the grassroots community have great insights and personal experiences in terms of habits and needs of potential offenders and what is required to make our streets safe. They can tell you what will or will not work in their respective communities, thus eliminating many pilot programs that aren't going to work when they are tried.

Relying on apprehension to reduce crime makes public safety a one-way street. Involvement and participation of the total community in prevention, along with apprehension, makes public safety a two-

way street. A two-way street is the beginning of safe streets.

Congress created the Law Enforcement Assistance Administration (LEAA) for the purpose of giving large scale financial and technical aid to State and local governments for improvement of their criminal justice system in hope that the system would reduce crime and

increase public safety.

In the State of Michigan it is extremely difficult to identify true crime prevention and police-community relations programs from the Michigan Office of Criminal Justice program State plan, because of the way the information on the plans are reported. Their 1972 and 1973 plans reveal that approximately 2.3 percent and 8.6 percent was spent respectively on crime prevention programs and 4.3 percent and 3.7 percent was spent respectively on police-community relations programs, reasonably consistent with the national figure of 3 percent for police relations programs. The Michigan 1974 plan calls for considerably less for prevention and community relations programs, as we now understand them. Also, many of the so-called police community relations programs are really police-public relations programs in disguise. After considerable efforts on the part of New Detroit, the State of Michigan arm of LEAA has increased their community representation at the State level. However, in spite of New Detroit efforts, the Detroit-Wayne County Criminal Justice Coordinating Council, the local arm of LEAA, has only recently involved the total community and then only in an advisory role with no decisionmaking authority.

The Community Anticrime Assistance Act of 1973 is necessary to make public safety and justice a two-way street. It is also necessary to form a partnership of prevention and apprehension. The stress on prevention, as we see it, coupled with the LEAA stress in terms of its demonstrated record on apprehension, should kind of bridge the gap between those two very important factors of prevention and

apprehension.

Since 1967, the relationship between the police and minority communities is perceived worse by minorities, especially blacks. It is also perceived—although it is not mentioned in the statement—it is also perceived to be a very serious problem by whites in Detroit. Approximately 6 months ago widespread and numerous complaints resulted from alleged police brutality, illegal entrance into private homes, and harassment of innocent citizens by uniformed and plain-clothes police officers. Many citizens believe that police investigation of citizen complaints against policemen provide a degree of immunity

from impartial and objective investigation.

And this is one of the crucial problems, the lack of some outside method in many cities across the country to take over complaints of improper police actions when citizens feel they have been abused. It is a crucial problem in terms of community support for law enforcement agencies and a problem which is not being dealt with in most of our cities across the country. It is the kind of problem that contributes to the attitude that is reflected in the black community in April 1973, when a survey made in Detroit revealed only 22 percent of the blacks in Detroit felt the relationship between the police and their neighborhood was good. Many blacks, students and others have become antipolice because of their experience with police.

An interesting thing in Detroit, again in that same survey, is that the majority of white residents in Detroit felt that police-community relations between blacks and the police in Detroit were poor and they felt this was hurting law enforcement for whites and blacks alike in

Detroit.

This whole situation has led some people to dislike policemen more than they do criminals. This is the kind of situation that has got to be corrected if we are going to have the kind of support by the police department so that we can do the kind of preventive job, as well as the job of apprehension that needs to be done.

In Detroit the minority population is approximately 45 percent. Minorities, however, constitute only 15 percent of the Detroit Police Department. Many citizens feel that a substantial increase in minority police will result in a substantial decrease in crime. The Department's

budget for minority recruitment is very small.

For many years we have encouraged citizens to get involved in the criminal justice system, primarily as volunteers. Now Detroit has recognized the expertise that minority groups, poor inner-city residents, ex-offenders, ex-addicts, and others have to offer the criminal justice system and the positive effect that the involvement of people like this has on their peers, especially when they represent the success story.

New Detroit has also recognized how unreal it is to expect such a deprived group to donate their time without adequate financial compensation. Many of the people we are talking about can bring useful

eservice into our community, yet don't have jobs. And in many cases, it was the fact they didn't have the job in the first place that resulted in them becoming an offender or an addict, and so they are now an

ex-offender or ex-addict.

The poor must spend most of their time attempting to make a living. We spend millions of dollars for consultants to advise the criminal justice system, but on the other hand we are not contributing any kind of equal money for consultants who can advise us how to do a better job of preventive work. And those are the consultants who have been involved in the criminal justice system as consumers of it in the first place.

There are many community programs that are successful and that assist the criminal justice system in reducing crime. Most of these programs have to rely on private contributions to survive. More time is spent seeking funds than operating the programs. As a result, many of these programs do not have the effectiveness they otherwise could,

although many of them are making important contributions.

In the statement on pages 5 and 6 a number of such programs are mentioned. I will just pull out this one that relates to one of the questions in the suggested questions. There are approximately 15 to 20 volunteer civilian patrols operating in Detroit neighborhoods and there has been no problem, no vigilante problem, no problem of any kind, that has come to our attention because of the operation of these 15 to 20 patrols.

The Community Anticrime Assistance Act of 1973 fills a void that has existed between the criminal justice system and the community since the passage of the Omnibus Crime Act of 1968. The Omnibus Crime Act provides funds for the purpose of giving large-scale financial and technical aid to State and local governments for improvement of their criminal justice system. And that is an important need.

The Community Anticrime Assistance Act of 1973 provides Federal assistance to cities, combinations of cities, public agencies, and non-profit private organizations for the purpose of improving police-community relations, encouraging citizen involvement in crime prevention programs, volunteer service programs, and in other cooperative efforts in the criminal justice system. Its major thrust is crime prevention.

The two acts together, the one stressing apprehension, and the other part of the criminal justice system, the one stressing prevention, together form a partnership that is needed. This again is a two-way street, a two-way street that is required for overcoming this problem.

Because of its partnership effect, crime prevention thrust, and total community involvement and participation. New Detroit recommends that the Judiciary Committee support the Community Anticrime Assistance Act of 1973. However, we would suggest the following changes:

There is one change here, one recommendation that is not in the prepared statement, that I would like to add at this time, and that is:

(1) That grants be provided for nonprofit citizen organization projects aimed at correcting the problems that undermine community support for local police. These would be projects such as one that would look into the procedures that are being used by local police departments for investigating and processing the citizens complaints

against the police. Recommendations would then be made through the police department, through the city administration, through the community, that could improve the handling of questions such as process-

ing and investigating citizens complaints against the police.

(2) That minority groups, poor people, ex-offenders, ex-addicts, et cetera, be compensated for their services in volunteer programs, at least in appropriate situations. In this way, we can get the consumers of the system, the people that will be listened to and followed, who are the opinionmakers for their peers, so that we can get their services to help us in a preventive way.

(3) That the U.S. Justice Department Community Relations Service and the community be involved in the development of programs of police training and education to sensitize police to the needs of the

We think the Community Relations Service can play an important role here because it has operated in a way that makes us think it has more sensitivity to what goes on in the community and better understanding of how to bring the community and the department together, than in many cases departmental officials at the local level do themselves.

That the U.S. Justice Department Community Relations Service and community representatives be involved in the recruiting and training of community service officers to serve with and assist police departments in the discharge of their duties through such activities as recruiting police officers, improvement of police-community relations and so forth.

.(5) That grants and contracts should be made to programs to provide counseling to ex-offenders, narcotic addicts, persons on probation,

truants, and those in need of jobs.

(6) That grants be provided to determine what the role of the

police should be in our changing society.

The roles that we have today are much, much different than the needs that our police departments are historically organized and managed on. We really need to look at that and think in terms of 1973 and not of 1925.

(7) That grants be provided to seek solutions to the increasing number of homicides among relatives and individuals known to each other, which is the main cause of murders in our cities across the country, or the main environment in which murder takes place.

(8) That grants be provided to bring together community, business, and industry groups that are involved in crime prevention to exchange dialog and collectively seek solutions to public safety and justice. This could be done on both a regional basis and national level similar to the National Conference on Criminal Justice that was held in Washington in January of this year. The Community Relations Service could coordinate such an effort.

Here we are talking about organizations like New Detroit or like some organization that might be involved in Miami, Fla., some private sector organization, or some organization that might be involved in some other way in some other city. But there are many organizations across the country that are trying to do things. We get some reports on them. Some of the reports indicate they have adopted important local measures that should be shared and could be used effectively across the country to do a better job of crime prevention and we think it would be important to share these experiences. Also, out of this could come some new and innovative approaches for the

future for all of the citizens across the country.

(9) Finally, we think the act does not extend itself long enough. We think it will be impossible to completely prove its merit in 2 years. We think it ought to be extended to 1977, so we will have ample amount of time to really implement the programs and to evaluate them and see what we should do for the future. This we think a very important approach to crime prevention.

In closing, I would like to say the squad is the key unit to an army combat operation. The precinct is the key unit to a police operation. The neighborhood is the key unit to a reduction in crime.

New Detroit believes that public safety and justice is the responsibility of the total community and that crime prevention as well as apprehension is necessary to insure public safety and justice.

[The prepared statement of Mr. Doss follows:]

STATEMENT OF LAWRENCE P. DOSS, PRESIDENT OF NEW DETROIT, INC.

Mr. Chairman and distinguished members of the committee, I am Lawrence P. Doss, president of New Detroit, Inc. As you have heard, New Detroit has been actively involved with the criminal justice system in improving police-community relations, encouraging citizen involvement in crime prevention programs, volunteer service programs, and other cooperative efforts in the criminal justice system. Most of the projects described have included broad participation and involvement from the community and have been in partnership with components of the criminal justice system.

We believe the projects have had a significant impact on the criminal justice system and have contributed substantially to the reduction of crime in Detroit

while improving the quality and equality of justice.

We also believe that few or none of these projects would have gotten off the ground if there weren't a privately funded and operated organization like New Detroit. We know that there are many more worthy police-community relations, crime prevention, and other programs that have not gotten off the ground because of the lack of funds available for community operated and oriented programs. We believe that many of these programs should have been funded by LEAA.

Prevention and not apprehension is the key to the reduction of crime and promotion of safe streets. Since the criminal justice system most directly affects the lives of the poor and disadvantaged, equal employment, decent housing and a good quality of life for all is the best approach to the prevention of crime. These conditions are also the least likely of immediate improvement. The next alternative is to seek the cooperation and commitment of all of a community's resources,

both public and private to deal directly with crime prevention.

It should be obvious that government alone cannot make streets safe. For many years the administrators of the crime justice system, along with select public officials, have attempted to reduce crime alone. They closed their ears to the voice of the private sector or other members of the general public who were echoing major concerns. The concerns related to the unequal and unfair administration of justice in the criminal justice system. The history and background of those concerns are well known. The concerns have led to a loss of public confidence in the criminal justice system to correct its own shortcomings alone.

To restore the community's confidence in the system requires opening the system to the total community, especially those who historically have been denied a voice in problems that affect them the most, and those who have a relation to or an interest in the problems of crime. The system can benefit from the special knowledge and points of view of those outside of it. To do so, the system must be prepared to openly exchange dialogue and involve the rest of the community.

Only when you have an informed, satisfied and involved community will you have a confident and supportive community. At a time of growing realization

of the necessity of community support of the criminal justice system there is a great need for diversified community involvement in developing and implement-

ing plans to prevent and control crime.

Business, industry, social agencies and private organizations have resources that are essential to the prevention of crime and the rehabilitation of offenders. The church, ex-offenders and the grass roots community have great insights and personal experiences in terms of habits and needs of potential offenders and what is required to make our streets safe. They can tell you what will or will not work in their respective communities, thus eliminating many pilot programs that are not workable.

Relying on apprehension to reduce crime makes public safety a one-way street. Involvement and participation of the total community in prevention, along with apprehension, makes public safety a two-way street. A two-way street is the

beginning of safe streets.

Congress created the Law Enforcement Assistance Administration (LEAA) for the purpose of giving large scale financial and technical aid to State and local governments for improvement of their criminal justice system in hope

that the system would reduce crime and increase public safety.

In the State of Michigan it is extremely difficult to identify true crime prevention and police-community relations programs from the Michigan Office of Criminal Justice program State plan. Their 1972 and 1973 plans reveal that approximately 2.3% and 8.6% was spent respectively on crime prevention programs and 4.3% and 3.7% was spent respectively on police-community relations program. The Michigan 1974 plan calls for considerably less for prevention and community relations programs, Also, many of the so-called police-community relations programs are really police-public relations programs in disguise. After considerable efforts on the part of New Detroit, the State of Michigan arm of LEAA has increased their community representation at the State level. However, in spite of New Detroit efforts, the Detroit-Wayne County Criminal Justice Coordinating Council, the local arm of LEAA, has only recently involved the total community and then only in an advisory role.

The Community Anti-Crime Assistance Act of 1973 is necessary to make public safety and justice a two-way street. It is also necessary to form a partnership of

prevention and apprehension.

Improving police-community relations has got to be one of our top priorities. Since 1967, the relationship between the police and minority communities is perceived worse by minorities, especially blacks. Approximately six months ago wide-spread and numerous complaints resulted from alleged police brutality, illegal entrance into private homes, and harassment of innocent citizens by uniformed and plainclothes police officers. Many citizens believe that police investigations of citizen complaints against policemen provide a degree of immunity from impartial and objective investigations. In April, 1973, a survey of blacks in Detroit revealed that only 22% of them felt that the relationship between the police and the neighborhood is good. Many blacks, students and others have become antipolice because of their experiences with police. This apathy has led them to dislike policemen more than some criminals. Such apathy is a deterrent to the reduction of crime.

In Detroit the minority population is approximately 45%. Minorities, however, constitute only 15% of the Detroit Police Department, Many citizens feel that a substantial increase in minority police will result in a substantial decrease in

crime. The department's budget for minority recruitment is very small,

For many years we have encouraged citizens to get involved in the criminal justice system, primarily as volunteers. New Detroit has recognized the expertise that minority groups, poor inner-city residents, ex-offenders, ex-addicts, and others have to offer the criminal justice system and the positive effect they have

on peers when they represent a success story.

New Detroit has also recognized how unreal it is to expect such a deprived group to donate their time without adequate financial compensation. Many do not have jobs, and it was the lack of jobs that placed many of them in the ex-offender or ex-addict category. The poor must spend most of their time attempting to make a living. We spend millions of dollars for consultants to advise the criminal justice system. Why can't we compensate the poor and disadvantaged for donating their time? Poor volunteers are needed and are willing but can't afford to donate their time without financial compensation.

There are many community programs that are successful and that assist the criminal justice system in reducing crime. Most of these programs have to rely on

private contributions to survive. More time is spent seeking funds than operating

the programs. Some of these programs are large and others are small.

I will briefly comment on some successful community programs that are operated by community groups, business and industry. In Detroit we have "We a community group that serves the ex-offender. Out of approximately 800 inmates who have been assisted by the organization, only 27 have experienced additional involvement with the criminal justice system. "SAFE" (Senior Citizens Against a Fearful Environment) is a program operated by the Black Panther Party. They escort senior citizens to and from the bank to cash their welfare and pension checks. There are approximately 15 to 20 volunteer civilian patrols operating in Detroit neighborhoods. The League of Catholic Women operates "project transition," A program to assist female offenders to make the transition from incarceration back to society.

Nationally, the Greater St. Louis Alliance for Shaping a Safer Community is a citizen volunteer organization with national, state and local alignments. The Monroe County probation/jail program operated by the Singer Company is designed to reduce recidivism by helping criminal offenders prepare for and gain employment. The Los Angeles rehabilitation program operated by Teledyne Economic Development Company provides supportive services to young probationers at the county's experimental probation camp. The W. Clement & Jessie V. Stone Foundation's aim is to help individuals develop a positive attitude while incarcerated in institutions. The Indianapolis anti-crime crusade programs are designed to improve the criminal justice system and to promote diversior, from it wherever possible. The National Council on Crime and Delinquency is dedicated to the improvement of the criminal justice system and the reduction of crime and delinquency.

Some of these programs will continue but many will be discontinued because

of the lack of available funds.

The Communist Anti-Crime Assistance Act of 1973 fills a void that has existed between the criminal justice system and the community since the passage of the Omnibus Crime Act of 1968. The Omnibus Crime Act provides funds for the purpose of giving large scale financial and technical aid to State and local govern-

ments for improvement of their criminal justice system.

The Community Anti-Crime Assistance Act of 1973 provides Federal assistance to cities, combinations of cities, public agencies and non-profit private organizations for the purpose of improving police-community relations, encouraging citizen involvement in crime prevention programs, volunteer service programs and in other cooperative efforts in the criminal justice system. Its major thrust is crime prevention. The two acts form a necessary partnership of prevention and apprehension.

Because of its partnership effect, crime prevention thrust and total community involvement and participation, New Detroit recommends that the Judiciary Committee support the Community Anti-Crime Assistance Act of 1973. However, we

would suggest, the following changes:

(1) That grants be provided for nonprofit citizen organization projects aimed at correcting the problems that undermine community support for local police: such as investigating and processing citizens' complaints against the police.

(2) That minority groups, poor people, ex-offenders, ex-addicts, etc., be com-

pensated for their services in volunteer programs.

(3) That the United States Justice Department community relations service and the community be involved in the development of programs of police training

and education to sensitize police to the needs of the community.

(4) That the United States Justice Department community relations service and community representatives be involved in the recruiting and training of community service officers to serve with and assist police departments in the discharge of their duties through such activities as recruiting police officers, improvement of police-community relations, etc.

(5) That grants and contracts should be made to programs to provide counseling to ex-offenders, narcotic addicts, persons on probation, truants and those in

need of jobs.

(6) That grants be provided to determine what the role of the police should be

in our changing society.

(7) That grants be provided to seek solutions to the increasing number of homicides among relatives and individuals known to each other.

(8) That grants be provided to bring together community, business and industry groups that are involved in crime prevention to exchange dialogue and collectively seek solutions to public safety and justice. This could be done on both a regional basis and national level similar to the National Conference on Criminal Justice that was held in Washington in January of this year. The community relations service could coordinate such an effort.

(9) That the act should be extended from 1975 through 1977.

The squad is the key unit to an Army combat operation. The precinct is the key unit to a police operation. The neighborhood is the key unit to a reduction in

New Detroit believes that public safety and justice is the responsibility of the total community and that crime prevention as well as apprehension is necessary

to insure public safety and justice.

Mr. Conyers. Thank you very much for your statement, Mr. Doss. I want to thank Father Carron, also, for his opening comments.

## 33. Role of New Detroit

Mr. Lowery, would you please tell the subcommittee a little about how your unit functions within New Detroit? We would like to hear about that.

Who do you work with? What do you do? What are your goals with

respect to you role in New Detroit?

Mr. Lowery. Our major role in New Detroit is to reform the criminal justice system in terms of the advocate role. We work with local, State, and Federal law enforcement agencies, legislators, Congressmen, et cetera, in terms of trying to assist them with our experience in the criminal justice system.

We seek reforms in the courts, in the correctional system, and re-

form in the police departments on a local level.

### A. SUCCESS

Mr. Conyers. That is fine. Now, have you succeeded in any one of those areas? They are quite ambitious, you know. I have been attempting that for a number of years myself. As a matter of fact, longer than New Detroit is old.

Mr. Lowery. I think we certainly have had some successes. I think they have been based primarily on the fact we have had total com-

munity involvement in the process.

Mr. Conyers. Tell me about some of them. You might want to include some of your failures.

Mr. Lowery. Certainly, by all means.

I think in terms of some successes, thinking in positives first, we

would like to start off with the police department.

No. 1 in terms of police-community relations, the police-community relations study that was alluded to, which took place in 1970, came up with 74 recommendations, which included a cross section of recommendations to improve police-community relations.

We were successful in getting the Detroit Police Department to implement those recommendations and again as was alluded to, all but three of those recommendations have been implemented.

I think No. 2 in terms of the courts, you may recall in Detroit the time from arrest to trial was fluctuating anywhere from 1 to 2 years to 6 months. That time has been reduced to perhaps about 60 to 90 days.

New Detroit definitely was instrumental in terms of getting some additional judges elected to recorder's court. That was through an educational program of informing the public of what the needs were—the manpower, financial and otherwise, and administrative improvements in Detroit Recorder's Court. This was not done by the bench itself; it was totally a community project. It was highly successful.

## B. INVOLVEMENT OF BUSINESS, INDUSTRY, AND LABOR

Mr. Conyers. But the leadership people in New Detroit stimulated and spurred a great number of other organizations and citizens groups

to get involved in that political decision?

Mr. Lowery. They certainly did. And I think a key factor here is that business, industry, and labor union leaders actually toured the court facilities. They toured the jail facilities to become personally knowledgeable of what the conditions were. And in that light they were able to relate to peers, and to other organizations and individuals, what the conditions were, what needed to be done.

They were really talking about firsthand experience. This is just a good example of what coalition of community organizations could do to cause change within the criminal justice system. This was strictly a

community operation.

Mr. Conyers. Now, Mr. Lowery, does your part of New Detroit publish an annual report or do you make an accounting on a periodic basic?

Mr. Lowery. Certainly, we do. We put out four or five a year. We have our quarterly report to bring the community up to date on what our progress is, and our failures, of course.

## 34. STATE OF PUBLIC JUSTICE IN DETROIT

Mr. Conyers. What is the state of public justice in Detroit from the

committee's point of view?

Mr. Lowery. We think in spite of the many things we have done in Detroit and many things other organizations have accomplished, that police-community relations is probably, at best, worse than it was in 1967.

Mr. Conyers. So your report finds the state of affairs not so good? Mr. Lowery. That is correct, in spite of many accomplishments. We would like to think that in terms of our recorder's court we certainly have seen some improvements. In terms of the time it takes to process cases, we think in terms of the Wayne County jail. We had a population 2 years ago on the average of about 1.400. It has been reduced to an average of about 600. We are talking primarily about poor people who could not afford to pay bondsmen.

Mr. Conyers. Wait a minute. Did you say that the Wayne County jail population was reduced? For the benefit of those who may not live in the city, was that not a result of a new method of providing bail

for those who were incarcerated, prior to trial?

Mr. Lowery. It was a combination of things, in terms of pretrial detention. One was related to preincarceration. The second was in terms of—

Mr. Convers. That program was promoted by New Detroit?

Mr. Lowery. Yes, it was.

Mr. Convers. And other organizations in the city?

Mr. Lowery. Right. New Detroit, Model Neighborhoods, Wayne County Board of Commissioners, and funds from LEAA. The Equal Justice Council also played a very important role in that project.

Mr. Conyers. Were any bar association groups involved in that?
Mr. Lowery. Yes, neighborhood legal services program played an active part there. Also, in terms of initially providing attorneys, the law schools, University of Detroit and Wayne State, provided law students to do initial screening so judges could make a definitive decision, based on those screenings and evaluations by the law students and attorneys.

### 35. NEED FOR IMPROVING POLICE-COMMUNITY RELATIONS

Mr. Convers. Notwithstanding all of that, you still find the state of justice and public safety to be rather low by whatever standards

you use to measure?

Mr. Lowery. Yes, we do. We still feel the key to the criminal justice system is the police department. Certainly it is by far the first component the general public comes in contact with. The impressions that are left by the police department are somewhat everlasting impressions. And to really improve the total criminal justice system, you have to make an initial step in terms of improving police-community relations. That is the real key to the criminal justice system.

### 36. COMMUNITY RELATIONS SERVICE

Mr. Convers. Let me ask you about the Community Relations Service part of the Department of Justice. They have or had a unit in

Detroit. Do they have any contact with New Detroit?

Mr. Lowery. Yes. As I indicated, one of our goals in New Detroit is to maintain a liaison between the local, State, and Federal law enforcement agencies. We work very, very closely with the local community service, also Clarence Lawler in Detroit, the regional person who is Dick Salem in Chicago. They played a very important role in somewhat bridging that gap between the community and the Detroit Police Department.

Mr. Conyers. How large is CRS in Detroit?

Mr. Lowery. It has a staff of one clerk and one man. It is my understanding that that position will be terminated effective October 1.

Mr. Convers. You mean they thought there were too many people there? I mean, can you give us any insight on the logic? Detroit has 1.5 million citizens?

Mr. Lowery. That is correct.

Mr. Conyers. And the Community Relations Service in the city that had the largest civilian disturbance in American history, some 5 years later has one man and one staff person and they are going to close those down?

Mr. Lowery. That is correct.

Mr. Convers. Do you have any insight as to the logic employed in that decision?

Mr. Lowery. I have to say it was illogical, Mr. Chariman, I think we certainly need a community service office in the city of Detroit. As

it stands now, if there is a need for such services, it would have to come from the regional office in Chicago, which I understand has also been cut staffwise, and it would have to relate to a much larger geographical area. It might mean a sufficient delay in responding to any crisis in the city of Detroit. Better still, it would mean we do not have the prevention capability the community service office could provide in preventing such activities from occurring in the first place. It would be responding on a crisis basis.

## 37. NEW DETROIT RELATIONS WITH POLICE DEPARTMENT

Mr. Convers. The next question I would like to ask of all three of you, the president and the chairman of the board. What, candidly, is the relationship of New Detroit to the Detroit Police Department?

Father Carron. Maybe I could respond first. In general, one of New Detroit's limitations is it is a group that has no authority. What it does, it does through its own persuasive powers, it acts as an advocate, as a catalyst. Sometimes it is just a pure example of good social behavior, if you want.

Mr. Convers. Something like the way the church operates?

Father Carron. Yes. Not totally though. But when we approach the police department, we approach it as well-meaning people who want to help. Sometimes this is not accepted that way, depending on the police commissioner. We have had, you know, a range of relationships with the Detroit Police Department. And even when we were not listened to 100 percent, we found that we could make our way and make recommendations.

We have done some studies and we have worked hard to try to convince the police department that it should be more open. As Mr. Doss mentioned, there is the problem of this closed system where citizen complaints are never heard or seemingly never acted upon. We have worked hard on these things and we have dealt with the commissioner. We have used an awful lot of money just in management studies and

In general, our relationships and our effectiveness have ranged from possibly zero up to 100 percent, at times, in our being instrumental in making at least a few changes. We don't get discouraged and we keep working at it.

Maybe Larry has something to add to that.

Mr. Doss. Yes, I certainly have. I think what Father Carron said does accurately capture the nature of New Detroit and the dilemma that we sometimes find ourselves in when we feel we have some very important points to make to the police department and other institutions, too. We have no authority so we have to get our points across by persuasion or by whatever kind of effective efficacy or method that we can use.

We find that the response of the police department ranges very widely. While Father Carron and I were in Washington a few months ago, we read a very interesting response to one of our surveys by the department, by one of the top ranking officers in the department, which reflected a certain kind of reaction to our help, which was highly negative. In other matters we find that we are sometimes well received and that our suggestions are sometimes quickly adopted. But the pat-

tern is not consistent and I am sure it depends upon what point we are trying to penetrate on a given matter.

Mr. Conyers. Between the points of zero to 100, where does the needle hover most frequently with regard to New Detroit in its rela-

tionships with the Detroit Police Department?

Mr. Doss. I would say over the years that it would be in the 30 to 60 range because of us being a needling catalytic kind of organization and because of us trying to advocate in many cases for the disadvantaged and on behalf of the disadvantaged and how they proceed. And you look at the survey and it says 22 percent of the black minority community feel the relationships with their community are good and if we are legitimately advocating, trying to be a catalyst in behalf of the disadvantaged, then we have to be saying you guys ain't doing too well. And we have to be saying that fairly frequently, although we find when something successful happens—and there are some good things that do happen in the department—we like to say you did a good job.

But I would say we are between 30 and 55, 60, someplace in there. And the needle isn't always going to go too high. Once in a while it is.

Mr. Conyers. Thank you.

I would like to yield now to the ranking minority member of this committee, who has worked with me on another committee of the Judiciary, Mr. Hamilton Fish, a Member of Congress from the State of New York.

Mr. Fish. Thank you very much, Mr. Chairman.

I would like to start my questions with my quandary, because I started off here listening to you, Father, and just being so very impressed with all of the initiatives by New Detroit that have largely taken place in the last few years, the grants you were able to undertake. And then we heard from your president, and I was enormously impressed with his articulation of the analysis of where this approach was leading us. Suddenly we come up with failure, which then is confirmed by Mr. Lowery, that despite all of these marvelous steps—and the chairman has gone over this ground—that the Michigan 1974 plan calls for considerably less for prevention in the community relations programs, and you think that over these years that embrace your marvelous initiatives, there has been a deterioration in the relationship between the community and the police.

How do you account for that after all of this good work?

Father Carron. I guess my most immediate response would be original sin.

Mr. Conyers. Whose—theirs or ours?

Father Carron. Well, the effects of it. But we are in a battle, you know. I admit I am impressed, too, when I read the litany of accomplishments of New Detroit. It would seem that you really have got a handle on this problem and you are making great strides. But then when you think of the size of the problem and the number of people that it affects, the size, say, of a police department, the size of a judicial system; when you think of corrections there and you make these tiny little inroads, I think you can feel that the larger problem is still there.

But I think what we are trying to focus on is the fact that you can get more people alert, more people involved. I think on any kind of absolute scale, Aaron Lowery is right, we still have some very, very, serious problems in police-community relations in the court systems

and the police departments of this country.

All we are saying is that these things have been done, these things have proved fairly effective, but some of the larger problems are still there. We don't seem to have come up with any great strides or great successes in those areas.

# 38. Lack of Citizen Participation and Competition for Criminal Justice Funding

Mr. Lowery. I would like to add two problems, I think, which contribute to the attitudes of the Office of Criminal Justice programs, and I think this problem applies somewhat nationwide, and that is the lack of citizen participation on the Criminal Justice Coordinating Council or their equivalent around the country.

Mr. Convers. Is that with regard to LEAA?

Mr. Lowery. That is correct. In terms of the funds allocated, we have somewhat of an in-fight among the components of the criminal justice system because of the fact of money equality or inequality.

As you know, supposedly police departments across the Nation have received the bulk of that money. Recently there has been a trend among the members of the courts, the judiciary, and members of the corrections system to try to get more of those funds. Then that places somewhat in competition the officer or prosecutor who claims he is not getting his fair share of funds.

Mr. Convers. Do they get LEAA funds, the Wayne County pro-

secuting offices?

Mr. Lowery. Certainly. Prosecutors are included in the master plan.
Mr. Conyers. Let me ask you this, if I might. How much LEAA
money comes in to the tricounty area of Metropolitan Detroit? Do

you have any idea?

Mr. Lowery. We haven't exactly computed how much money comes into the tricounty area, but we have followed very closely Wayne County, which I think has more than its fair share of the population. Over the years the posted amount of money has been equal to the population in Wayne County.

But it's not that money isn't coming in, it's a question of how the money is spent. Again, 90 percent of the moneys coming in have been

spent in police-related programs.

Mr. Convers. You mean police hardware-type programs?

Mr. Lowery, OK-

Mr. Convers. As opposed to software activity, which is programs minus hardware?

Mr. Lowery. We have six helicopters in Wayne County. I think that is equivalent to a division an army has. It certainly would indicate quite a considerable amount of money has been spent on hardware. But you still have areas like juvenile delinquency and prevention which has certainly been neglected in years gone by.

So I think that sort of contributes. Those are the two major factors,

I think, that and the lack of citizen participation.

Mr. Conyers. Excuse me, but those bells indicate that a record vote is being taken on the floor of the Congress. And if we could suspend until 3:30, we will be able to resume again.

[Brief recess.]

Mr. Conyers. The committee will come to order. I yield to the gentleman from New York, Mr. Fish.

39. COMMUNITY RELATIONS WITH DETROIT POLICE DEPARTMENT

Mr. Fish. Thank you, Mr. Chairman.

Before we broke, we had started an inquiry about the fact that at least among the minority community in Detroit, they did not feel, despite the tremendous efforts of New Detroit, that relations with the police department had improved over the last few years.

Let me put it another way; do you think they would have worsened

far faster had there been no New Detroit?

Mr. Doss. Yes; I think that certainly is a big part of the answer. What has happened is that we did have a trend toward some improvement at one point in time, but we have had a drive away, a movement away from that trend in the last couple of years, and a big reason for that has been several things that have happened in Detroit in the last year and a half. There has been the STRESS operation in Detroit which has created a great deal of anxiety among minority people in Detroit.

A. STRESS' EFFECT ON COMMUNITY RELATIONS

Mr. Conyers. Pardon me, Mr. Doss. Would you explain that for

those who might not be familiar with that term?

Mr. Doss. Yes. STRESS is a special crime, plainclothes crime preventive in Detroit. Operation Decoy is the key part of this, where plainclothes officers working in groups of three or four or five go out, usually at night but not always, sometimes in the day, and much of the operation involves pretending to be someone that might be an ordinary citizen who is in some kind of situation which would make him easy prey for a street criminal. And if he is confronted or approached or attacked by a street criminal, then the STRESS squad tried to converge on him, to apprehend him, to arrest him.

What happened is during the life of this STRESS operation—I think "Stop the robberies, enjoy safe streets"—STRESS is the

acronym for that. Stop the robberies and enjoy safe streets.

In the life of this operation, about 15 or 16 suspected criminals have been killed and many of them have been shot in the back while fleeing the scene of a crime.

Well, it has been felt that the decoy operation, most of these were young people, most of them were black, and it has been felt there were a lot of things about this operation that were inappropriate and a great feeling there has been an excessive use of deadly force and that the

whole operation is a poor operation.

Well, the police department and the community, many parts of the community, especially the black community, have been up in arms about this. The department feels they need it and the community says you can't continue to do this, you are killing off our young people without giving them an opportunity to find out whether or not they are innocent. They have no due process. And you are the law enforcement people, you are the judge and the jury and the executioner.

So the STRESS operation has really created a great deal of hostility. There have been several attempts, including positions New Detroit

took, to greatly improve the operation if it was to continue, by putting in a lot of safeguards to reduce the amount of excessive deadly force that has been used. And many people have called for its abolishment.

We are not clear in Detroit right now just what the status of it is. Some people say it has been abolished, other people say it continues to operate. We are not sure just exactly what happened.

That is one of our problems. That is one of the core problems. I will come back to the problem of openness, which is the problem on the threshold we now sit.

Another thing that has happened in Detroit is that there has been recent disclosure, after long community suspicion, of what appears to be a substantial involvement of police officers, especially in one precinct but it may run into other precincts as well, in drug traffic.

That is just developing and a lot of people had been very suspicious about this over a long period of time. Some of these officers are black

but quite a few are white.

There has also been in the wake of some shootings that involved some drug traffickers and involved some STRESS officers, about 8 or 10 months ago, and the way that the citizen complaints—in the aftermath of that, there were a number of police incidents where police seemed to inappropriately invade the privacy of citizens and otherwise not handle citizens as they searched for the people that had shot the policemen. So there were these complaints in the wake of that.

So there have been the several incidents in the last year and a half that have exaggerated the situation and given us a really bad turn.

### B. NEED FOR PROFESSIONAL FORCE

Mr. Fish. If I could interrupt at that point, I take it you would agree with the statement reiterated several times by Mayor Lindsay this morning before the subcommittee, that a highly professional police force is an absolute essential along with community involvement

and other things?

Mr. Doss. Yes. I wanted to come back to this point. What we have been doing is really fixing little pieces of the system in the New Detroit effort. We have made important contributions, I think we have kept the situation from being worse than it now is, but we have been fixing little pieces with the release on the recognizance program, reducing the population of the jail, making it much easier and more equitable for a black to be recruited into the department. But we haven't yet gotten-I think we are at the threshold now of the core problems-and the core problems are openness in the department, not cronvism, and not a blue shield that exists for whatever reason but openness between the police department and the community, professionalism, where we are really dealing on a professional basis to serve the community from our police department, and the question of having supervisors that control the actions of their men and that are held accountable for the actions of their men, all the way up and down the ladder.

Those are the three gut questions and cronyism kind of pervades all three of those questions, in probably most of the big city police departments in the country. We have discovered after about 5 or 6 years of work what the real issues are, and we are closing in on those issues today and if we can complete the exorcism about what is bad about those three issues, then I think we will really have a department that the community will support and we can really do a preventive job.

But it is going to take us another several years if we can really

do our job effectively to complete that.

But I think there is a real chance that programs like ours, the private sector involvement programs across the country, understanding that they have to deal with those three key problems and having some resources to help them deal intelligently, communicate with the community, educate and inform the community, educate and inform the people in the department, develop the kind of climate that will make it possible to exorcise what is wrong, about openness, professionalism, control and accountability. Programs like the one your committee is advancing, will really break that up.

# C. MINORITY POLICE RECRUITMENT

Mr. Fish. In a related way, could you tell us just how you were able to succeed in getting the police department to take so many recommendations, such as a policy of minority hiring that more than doubled the number of minorities on the force in the period of the last 5 years; of establishing Boy Scout posts in each precinct; of a drastic reduction in the jail population, recognition of the importance of recognizance. All of these things are really pioneering and it is the same police force you were able to convince of the merits of these.

Mr. Doss. The police force was only involved in two of those. The last two, release on recognizance involved the court system, the judiciary, and the jail, of course, involved the county. The jail we are talking about is the county jail, administered by the sheriff of the county, and that was a combination of work with the county sheriff and the county

The first two, the recruitment program, and the-I lost one that you mentioned-

Mr. Fish. Scouting.

Mr. Doss, Boy Scouts, yes. Those are the kinds of things that there has been a response to. The police commissioner has taken a stand that he believes the police department ought to fairly reflect the minority representation in the city, and he has been willing to work toward that objective.

Mr. Fish. Very commendable.

In this connection, Mr. Lowery, could I ask you, if the chairman would permit, to make available to the committee the 1974 recommendations regarding the Detroit Police Department?

Mr. Lowery. I certainly will.

# 40. SAFE—ESCORT PROGRAM

Mr. Fish. Could you expand on the comments you made about the institution of a group called SAFE-Senior Citizens Against the Fear-

ful Environment-and how that has been operating?

Mr. Lowery. Yes. That is a program that is operated by the Black Panther Party in Detroit. They decided themselves they wanted to make a contribution to the senior citizens of Detroit. They came to New Detroit for some financial assistance to help in that program.

The program worked in conjunction with a transportation system, of transfering the relatives and loved ones of inmates incarcerated in Jackson State Prison, for periodic visits. The program works on days pensions and checks are due. The Panther Party members go around the community and let elderly men and women know they are available and escort those individuals to the banks, to the supermarkets, et cetera.

It has only been in operation about 3 or 4 months. From that neighborhood we haven't heard of any incidents involving stolen checks, robberies of pensions. We think it is certainly an innovative program. It is certainly an organization which has had a negative effect on our total society in the past that is really providing a largely innovative

program.

## 41. VOLUNTEER CIVILIAN PATROLS

Mr. Fish. Thank you.

Could you now tell us—and this is addressed to anyone who cares to answer—the experience of the approximately 15 to 20 voluntary civilian patrols operating in Detroit neighborhoods?

### A. EFFECTIVENESS

Mr. Lowery. In relation to that, it is kind of difficult to measure the effectiveness of those programs. Those patrols operate in neighborhoods from middle class to poor, high crime density areas. There is no yardstick really to measure whether or not crime is up or down. But I can say truthfully we have certainly not had, to our knowledge, any reports of vigilante activities.

#### B. OPERATION

Mr. Fish. Just how do they operate?

Mr. Lowery. They operate mostly on the concept of neighborhood block clubs, where anywhere from 10 to 20 civilians, citizens get together with their own privately owned vehicles, they go to the Detroit Police Department, asking in some cases for installation of their own communications equipment and patrol a designated area in shifts.

Mr. Fish. Designated by whom?

Mr. Lowery. By the citizens themselves. There is no coordination in terms of the police department itself in mapping out the patrol areas. The citizen patrol groups themselves have done an excellent job of overlapping in those areas where they have two or three patrols. They have gotten together to work out their own patrol schedules. There is no coordination between the police department and those civilian patrols in terms of what routes they will take.

### C. SUPERVISION

Mr. Fish. Do they operate under the direction of New Detroit or

under the direction of the police department?

Mr. Lowery. Neither. They are not under the direction of New Detroit or the police department. They are independent. Some of them do check in periodically with some of the precincts, but basically they operate pretty independently.

#### D. PURPOSE

Mr. Fish. What are they doing; what is the purpose of the patrol? Mr. Lowery. Several things they do. No. 1, they will place under surveillance some business, some neighborhoods where there have been some recent incidents. They will stake out those places, to use the professional terminology, and when they see suspicious individuals, they will report. If they do observe a crime being committed, they will immediately contact the Detroit Police Department and report, giving a description of the individual, vehicle, et cetera.

#### E. WEAPONS

Mr. Fish. Are they armed?

Mr. Lowery. No; they are not. When I say this, they are not supposed to be armed, but I think certainly, if I had to make a guess, I am sure there are some that would be armed.

### F. POSSIBILITY OF POLICE SUPERVISION

Mr. Fish. Has New Detroit given any consideration as to the wisdom of that very loose structure, whether they should operate under the direct control of the neighborhood precinct, police precinct, or the city

government, or yourselves?

Mr. Doss. I would say first, Mr. Lowery pointed out that the objective or mission of these groups is surveillance and reporting to the police department. So they are really saying there is a problem here and notify the police so they can come out and take care of it, not trying to intervene directly, in the apprehension of anyone.

In terms of the control point, I would say that probably it makes sense to have some close link with the neighborhood police precinct.

Mr. Fish. I think this was the view of Mayor Lindsay this morning. These people unarmed can get hurt, just doing what you said, just surveillance and reporting.

#### G. NUMBER

Mr. Lowery. I think a key point, in Detroit the Detroit Police Department does not know the number of civilian patrols in the area.

#### H. EFFECT OF POLICE COORDINATION ON EFFECTIVENESS

Mr. Convers. Would the gentleman yield? I would like to approach this question from a slightly different point of view. Do you think that the efficiency of these volunteer operations would be improved if they were coordinated with the police?

Mr. Lowery. Yes, sir, I do. Also, I would subscribe to some sort of a minimum training for these individuals in terms of surveillance and

other things.

### I. TRAINING AND STANDARDS AS PREREQUISITE TO GRANT-IN-AID

Mr. Convers. So that if we had an operation in which they had been funded through a grant-in-aid or whatever the process, there would be minimum requirements which they would have to comply with. Mr. Doss. I think there ought to be criterion standards they would have to meet, and there ought to be some requirement for coordination with the local police department, especially the precinct level.

Mr. Conyers. I thank the gentleman.

### 42. JAIL CONDITION IN WAYNE COUNTY

Mr. Fish. Thank you, Mr. Chairman.

Mr. Doss, to go back to talking about the Wayne County Jail for a minute, I believe you said it was operated by the sheriff.

Mr. Doss. Yes.

Mr. Fish. Are these custodial personnel in the jail? In Wayne County, are they his appointees, are they civil service, or are they part of a corrections department of the county or State? Exactly what is the personnel?

Mr. Doss. They work for the sheriff. I believe they are appointed

through a county civil service system.

Mr. Fish. Were you satisfied with the caliber of corrections person-

nel in general, yourself?

Mr. Doss. I would say there are some problems and some concerns. We are not completely confident whether or not it is a problem of quality or numbers. There have been some continuing problems, which have reduced greatly with the reduction of the jail population. But there have been some continuing problems that have not yet been totally corrected.

Mr. Lowery, I think, I believe-

Mr. Fish. Let me put it another way. Is this contained as one of your

recommendations in 1974?

Mr. Lowery. Yes, There is concern for the custodial personnel being professionally trained correctional people rather than law enforcement officers. We personally feel law enforcement officers belong in the law enforcement business and correctional people should be in the same business. They are certainly not trained correctional individuals.

Mr. Fish. Another question related to that. Is one of recommenda-

tions dealing with the question of bail?

Mr. Lowery. Yes; it does. The recommendations are in three areas. The first area deals with improving the inhumane conditions that exist in an antiquated jail facility. The second set of recommendations deals with alternatives to incarceration. And in those recommendations, there are several.

One is to make better use of the release on recognizance program; the second one is to seek other alternatives, such as work release programs; and the third recommendation deals with seeking use of summons in lieu of people being arrested and retained in the Wayne County Jail.

The third set of recommendations deals with financing and building a new detention facility that is more humane, that would include certain programs, recreational programs, educational, and vocational-type programs. And other programs would be rehabilitative in nature.

Mr. Fish. Did you find that a majority of the population at the

jail had not been convicted of any crime?

Mr. Lowery. Yes; we did.

Mr. Fish. Did you find the majority of the population of the jail to be what you considered poor?

Mr. Lowery. Yes, sir, they were. Our statistics show 85 percent were

Mr. Fish. I think that has been the experience the chairman and I

found elsewhere.

Mr. Doss, could I refer you to page 7 of H.R. 9175. I appreciate the recommendations at the end of your prepared statement, and I don't mean necessarily to ask you to answer this question right now. But what I am asking you, really, is, beginning at line 9, where we enumerate the type of grants and contracts, the types of programs that the grants and contracts carry out, and we list six on that page and one on page 8 of the bill, and I would appreciate your opinion as to whether this is an all-inclusive list.

If you prefer to put that in letter form, that is fine.

Mr. Doss. Fine. I think it would be helpful if we could.

Mr. Fish. I just consider you an expert in this area, of grants to

nonprofit agencies. Mr. Doss. Yes. We have to study it more carefully and provide our recommendations. I think there are a couple of things that can be added.

43. NEW DETROIT FUNDING

Mr. FISH. Good. Father Carron, I am very impressed looking at your progress report for 1973, because I had a question in my mind as I listened to your testimony, where you were granting several thousand to this group and several thousand to that, as to where this money came from.

I see from your report that \$18,750,000 had been contributed to your organization since its inception in 1967. I take it that is all from pri-

vate sources?

Father Carron. All private sources and mostly from Detroit-based sources. We did get some money from the Ford Foundation on two or three occasions, but most of that is from the businesses of Detroit. And it comes through now in a very organized way in connection with the United Foundation.

# 44. Direct Federal Funding to Nonprofit Private Agencies

Mr. Fish. I had a conceptual problem which I discussed with Mayor Lindsay this morning which really dealt with direct Federal financing a nonprofit private agency, bypassing the highest elected official in the community. I wondered whether that was appropriate or shouldn't there be, if not a passthrough, at least very close coordination, if not direction, in the total effort of the one-man response, which is the elected mayor of a city.

Here, as I understand it, with this remarkable financing, funding you have been able to obtain, you haven't had to be accountable to the highest elected official in Detroit. I am just interested in how this has worked. Do you think that if a nonprofit organization did not have your success, and was receiving public funds, the same relationship could exist or do you think it should be under the direction of the responsible elected officials of the city?

Father Carron. Well, as a private individual, I guess I wouldn't have the same kind of personal or even professional viewpoint that a mayor of a city would have or whoever is in charge of the government. But I would say New Detroit feels a very heavy pressure of accountability of how it uses its funds, even though these are private sources. And what we do, how we manage, how we approve or disapprove the uses of our moneys, is a very serious thing. And as chairman of this board and accountable for much of the use of the funds and the success of the program, I just don't see how any other supervision would be necessary.

That may sound a little conceited, but from where we sit, we would like to have the funds directly and I think there are precedents for

this.

### 45. Conflict of Community Programs With Local Officials

Mr. Fish. Let me put it this way. During your 5 years' experience, has there ever been a time when New Detroit funded a group, a project, a program, that was severely resented by the elected city officials who are, after all, responsible for the overall degree of crime in the

community and accountable for it?

Mr. Doss. I would certainly state absolutely yes. What we are very frequently trying to do is change the existing institutions and sometimes we are really getting to root change in many cases. The release-on-recognizance program is affecting the entire bail system. Some of the things we recommend involving the jails are changing the whole jail system. Some of the things in the police department we are trying to do are having radical changes on the department, if they are successful, in terms of professionalism.

Mr. Fish. Isn't there a difference? There you are talking with an official body, you are talking with the people in the country responsible for the jail, or you are talking to the members of the police department to get them to be "a little more enlightened." What I am thinking more of are projects of your own, when you go out and fund patrols, the mayor and police chief could see, wandering up and down

the streets, patrols they didn't know existed.

#### A. PROBLEMS WITH APPROVAL OF FUNDS BY LOCAL OFFICIALS

Mr. Doss. The point I was getting to—and I understand the distinction you are making—there would certainly have been times in New Detroit's existence when if an elected official of the city of Detroit had to approve some grant coming to us, we wouldn't have gotten that grant. And if our life depended on such a grant, we would not have had the lifeblood we needed to continue to operate. There would have been other times the elected official would have felt more favorable toward the operation and would have approved the grant and we could have lived.

But if it were a lifeblood question, we might not be alive today. Mr. Conyers. Pardon the interruption, but does it not also follow that if elected officials had to approve grants that you made to some organizations, those would not have been granted either?

Mr. Doss. Yes. I would say just roughly, maybe a fourth of our grants would not be approved by some elected official at some point

in time.

Mr. Fish. Are there grants to public bodies or citizen groups?

Mr. Doss. I think of one community group that we made grants to 3 or 4 years ago that we got a number of questions on. And some of the people most concerned were elected officials. Today certain governmental bodies are funding that group. But 3 or 4 years ago, no way

would they have funded it.

This happens to us every year. I get calls, Father Carron gets calls from elected officials or their representatives, saying why did you guys want to do this. Sometimes they put newspaper people on to it and we get calls from the newspaper people and we have a lot of straightening out to do and lots of rationalizing to do. But we make the grant and we provide the support if we have determined that that organization is going to operate consistent with the kind of objectives we are trying to accomplish.

But it wouldn't happen, believe me, in some cases if it depended

upon elected officials.

Mr. Lowery. Private and public organizations we have funded would not have been funded. For example, the Detroit Police Department resisted for over 2 years the Maxim study, a \$200,000 grant. They saw no reason why there should be a problem of identification of the Detroit Police Department. Two years.

Mr. Convers. If the gentleman would yield on that, the irony is they subsequently turned around and spent over \$1 million in LEAA

funding.

Mr. Doss. \$8 million.

Mr. Conyers. Is it up to \$8 million?

Mr. Doss. Yes.

Mr. Conyers. I talked to Governor Milliken's assistant during the hearings in this very room on LEAA, and it went up from \$1 million to \$2 million and now you suggested it is an \$8 million study. We are going to someday find out where that money went and what the study was that cost so much money.

Mr. Lowery. The communications system alone cost well over \$2

million to implement; 911 went into effect a couple of weeks ago.

Mr. Conyers. What is that?

Mr. Lowery. The emergency number you dial to get police, fire, and hospital. It is one number—911.

# B. ADMINISTRATION OF COMMUNITY ANTICRIME ASSISTANCE ACT (CAAA)

Mr. Conyers. Now, the point—and I thank the gentleman for yielding again—that I think is behind the questions of the gentleman from New York, goes to the basic consideration of how, at the national level, do we set up the financing apparatus within this notion. The notion being that communities should be permitted to devise their own ap-

proaches to develop anticrime programs.

Assuming that they are in general agreement on that, the question next becomes how is the money to be channeled to and through them. And the question that all of this discussion for the last 20 minutes has concerned is whether or not, (1) we should go through the Community Relations Service of the Department of Justice, which is the suggested approach in 1975; whether or not we should include nonprofit orga-

nizations, which would be funded directly, and there is, I think, a distinction between your doing it with private moneys and the Federal Government doing it with national tax dollars; and if not, what other alternatives are we concerned with.

I am very anxious to hear any of you who choose to discuss whether or not you feel that the Community Relations Service would be an appropriate agency and how do you envision ideally these moneys

being funneled into the local community groups.

## C. COORDINATION OF PROGRAMS WITH LOCAL GOVERNMENTS

Mr. Doss. I would say, yes; it would be an appropriate vehicle. I do feel that it would be appropriate to have some coordination, something between coordination and consultation with elected officials at the local

level.

But it should not require, not involve veto power, but some consultation, some coordination, and hopefully, affirmation, but not veto power. So that we would, as when something was getting into final stages of consideration, the mayor, the Governor's office, or the county commissioner's office, whoever would be contacted, the program would be discussed with them, inputs would be received, opinions would be recorded, perhaps some changes in the grant application itself might be forthcoming from these discussions if the applicant wished to make such changes. If not, then the Community Relations Service would consider it unchanged, also, looking at the inputs from the governmental body.

But this is some place between consultation and coordination, but

not a part of the grant decisionmaking process.

Mr. Convers. It might serve us well to review the history of the Office of Economic Opportunity—OEO. Because shortly after its creation, in the wisdom of the Congress, it was amended to allow the mayors, the municipal leaders of each city to have authority in determining who would be on the board, and what programs would go. It created tremendous controversy, and I think this is a very real problem when we begin to consider how this is going to be handled here.

Many programs might be jeopardized if it did not satisfy the particular whims of whoever happened to be occupying the office at the time, as compared with some of the experiences you had in deter-

mining who would receive the benefit of your funding.

But we have to determine whether we want to use the Community Relations Service as a vehicle, or whether we should go through any Federal operation at all, or whether we should give more consideration to what the mayor of New York suggested, that this ought to be handled as a grant-in-aid, going directly to the municipality for them, under the limitations of the legislation, to allow groups to come forward and seek grants

But as I understood the testimony this morning, the mayor of New York would have us eliminate CRS completely and have no Federal intervention and make it a municipal operation. I think we are going to be looking carefully to find out where, in our judgment, this op-

eration would be most effective.

# 46. Community Relations Service Sensitivity to Problem

Mr. Doss. That is another part of the problem that we see very much on the community level. The Community Relations Service is much more likely to be sensitive to the perceptions that minority people in the community have about law enforcement and why people feel that they need to work on certain problems and the way they feel

they need to work on them.

The Community Relations Service is much more sensitive than probably the local police department. And this goes to how two different people can view something. The eyes of the beholder question. Almost any black person can perceive the local enforcement agency and the police that he relates to in a much different way, many cases with some apprehension when a minority person sees a police car or policeman, apprehension and a little concern-is this friend or enemy.

Whereas a white person, especially somebody inside of the department, is much more, in a very honest way, on seeing the police car

or police person as a friend, as a servant.

So really what we are talking about is how two communitieswe are not talking about polarization, but we are talking about different perceptions of an agency and what we are saying is that in this case, we are saying the Community Relations Service is going to be able to relate much better to the perception of the minority com-munity, which is what is involved here in trying to get support for the department, than the department itself, or the mayor's office.

But more than likely, if the mayor has this, he is going to depend and rely heavily on his police department to help him administer a

program like this.

Mr. Lowery. I would certainly like to add to what Mr. Doss has said concerning the overall responsibility of administering this program. You could just take a look at the experiences that community groups have had with LEAA in terms of getting grants and funds to operate programs, to know exactly where the city administration is.

I can recall it took approximately 2 years to convince the Detroit Police Department to cooperate in the operation of the community services program. New Detroit acted as the mediator during that 2-

year period of time to get the program off the ground.

Mr. Convers. What program?

# 47. COMMUNITY SERVICE OFFICERS PROGRAM AND THE INVOLVEMENT OF YOUTHS

Mr. Lowery. The community service officers program in Detroit.

Mr. Convers. What does it consist of?

Mr. Lowery. It is a program that has parapolicemen who will go out and work in code violation, sanitation violations, housing, et cetera; sort of an interrelations project. It is also 4 to 1 minorities, and the other is 6 to 1 youths in that program, a pretraining program of the police department.

Mr. Conyers. It employs youngsters?

Mr. Lowery. Yes.

Mr. Convers. And it was run by the Community Relations Service in Detroit or by the Detroit Police Department?

Mr. Lowery. It is run by the Detroit Police Department. It is a cooperative program with the model neighborhoods in Detroit.

Mr. Convers. You had trouble persuading the Detroit Police

Department to undertake this project ?

Mr. Lowery. For approximately 2 years, to get that project off the ground and strictly because of things they did not like in terms of qualifications of individuals.

Mr. Convers. What kind of qualifications were involved that were

found objectionable?

Mr. Lowery. There were several things. No. 1, they wanted the individuals to go through civil service and we were saying why should the individuals have to go through civil service for such a program?

It is a pilot program.

No. 2, there was some restriction in terms of a person having to have a driver's license, in terms of height, weight, et cetera. In other words, they did not want correctional deficiencies. If the person did not have a driver's license, he wouldn't be eligible for the program. If they were overweight or underweight.

Mr. Convers. They wanted you to be born perfect, more or less.

# 48. Problems of Funding Community Programs Through LEAA

Mr. Lowery. Yes. It is just a way, I would say, another means of really delaying a program very vital to the area. And I think that experience certainly would warrant, the LEAA experience. In many cases the programs it funded by local governments, those programs they suggested, they desire; programs generated by the community, by and large, are rejected. Therefore, I would certainly act on Community Relations Services being perhaps the intermediary in this capacity of overseeing this program.

Mr. Conyers. Thank you.

I yield back to the gentleman from New York.

## 49. Administration of CAAA

Mr. Fish. One more question. In the prepared testimony of Mr. Doss, mention was made of LEAA in terms of cooperative effort. If you have worked with both groups in the Department of Justice, Community Relations and LEAA, which do you think would be the preferable Federal agency to administer this program, act on the

grants?

Mr. Doss. I find LEAA being innovative primarily in the hardware and systems area, but not very innovative and not very institutional change oriented in the software and the people relations areas. And I find Community Relations much more sensitive in the feelings we have had with them about the people areas, the community relations areas. Therefore, including the program we are talking about, being a police-community relations kind of program, preventive, trying to bring the community into support and especially significantly alienated communities based on the eyes of the department, the Community Relations again would be much more effective in this case, based on our own experience.

Mr. Fish. Thank you very much.

Mr. Convers. I would like to yield now to the associate counsel on the committee, Mr. Cook, for any questions that he might have.

Mr. Cook. Thank you, Mr. Chairman.

I would just like to tie up a few loose ends and perhaps it will

clarify the record.

The report Congressman Fish referred to earlier indicates that New Detroit has had over \$18 million of contributions over the last 5 years. Incidentally, will this report be included in the record, Mr. Chairman?

Mr. Conyers. If it is appropriate, we will consider it. We do not want to overpublicize this Detroit operation and subject ourselves to

any undue criticism of waste of taxpayers' money.

Mr. Cook. I certainly defer to your judgment on that.
Your statement, Father Carron, indicates that you have spent approximately \$500,000 in advocating a single standard of justice. Would you describe this \$500,000 as a portion of the \$18 million spent in the area generally covered by this bill; in other words, police-community relations?

Father Carron. Yes. As far as I can remember, all of the things that we have done, and the kinds of things you would like to see

done through your legislation.

Mr. Cook. In other words, that is the proportion of your funds that

you have spent in this area during the last 5 years?

Mr. Doss. I might add, that doesn't include our on-board staff. Those are grants made outside of New Detroit. Maybe 25 percent of our total, the \$18 million expended, related to our on-board staff as opposed to grants in outside programs we supported.

So it might be more accurately something around three-quarters of

a million.

Mr. Cook. Thank you.

Also in your statement, you refer to the Detroit Recorder's Court with respect to the release-on-recognizance program. Could you briefly describe for the committee the jurisdiction of the recorder's court? In other words, is that the municipal court, what would be referred to as traffic court.

Father Carron. Criminal.

Mr. Cook. Would they handle felonies?

Father Carron. To answer your question, the recorder's court involves felonies and misdemeanors. Our program is directed toward the felonies in that court. But it is a municipal court.

Mr. Cook. For instance, would a murder case be tried in the re-

corder's court?

Father Carron. Yes.

Mr. Conyers. If the gentleman would yield, the Detroit Recorder's Court is the court that has complete criminal jurisdiction within the city limits of Detroit for all crimes, misdemeanors and felonies.

Mr. Cook. Thank you.

Now, you have testified that with respect to the police-community relations efforts, a \$60,000 project was undertaken during 1969-70. As a result your committee made 74 recommendations, and 71 of those have been implemented or are in the process. Is that correct?

Father Carron. That is right. Mr. Cook. Three were denied? Mr. Lowery. Two related to the women's division. There were court suits revolving around those two recommendations and they can't be implemented until the suits are settled.

The other dealt with the city charter. No action could be taken until

there was an amendment in the Detroit City Charter.

Mr. Doss. Let me say there are varying degrees of implementation. In some of those cases, they have indicated they are implementing them but they are not working on the street.

Mr. Cook. Are those 74 recommendations contained in a public

document?

Mr. Doss. Yes; we could share them with you.

Mr. Convers. They are on the way. They have already previously agreed to send them to us.

Mr. Cook. Fine.

# 50. Possible Effects of CAAA on Police-Community Relations

Getting back to an earlier line of questioning let us assume that the police department is at least amenable to make some changes in the community relations area—and that, of course, is a conclusion one could draw from the implementation of these recommendations. If that is a proper conclusion, then would you take the next step and say if a bill similar to H.R. 9175 were passed, that the police, of Detroit, for example, could or would cooperate with citizen efforts in these various areas?

Father Carron. I would say yes; but, varying degrees of persuasion, the way the New Detroit has always gone about these things. First of all, I would speak to a basic confidence, that they would cooperate. But then, depending on who might be in the top staff, or the

police commissioner, we might have degrees of problems.

Incidentally, our charter is about to be changed. We are voting on it for the second time. Our new charter was rejected last year. But in the latest version which is coming to vote in November, there is a proposal to change from a police commissioner to a board of commissioners. And there is a new procedure for hearing citizen complaints and so on, so that we will have to get used to a new system and we think this in itself is, of course, a step ahead.

Mr. Lowery. I would like to caution you on one point. In Detroit we have had four police commissioners since 1967. That is an educational process and it depends upon, in varying degrees, in terms of how receptive the police commissioner is at that time, in terms of how much you will get accomplished with that police department. This has been

the experience.

Mr. Conyers. If the gentlemen would yield, Detroit is very hard on police commissioners. It uses them up a lot more rapidly than some other jurisdictions. In one way or the other, we will be losing the pres-

ent commissioner of police very shortly.

Mr. Cook. My inquiry obviously related to the reliability of programs similar to those described in this bill. You heard the testimony this morning of Mayor Lindsay who emphasized that the basic element of success here is a strong professional police department, who would, in turn, train citizens in the operation of crime prevention efforts.

But it would seem that if the police department is very reluctant in this area, then you would have trouble getting the police department to in turn cooperate with the citizens.

Now, my basic question is really based again on their degree of acceptance of these 74 recommendations. Would say, at least in the community relations field, that the Detroit Police Department, would be receptive to programs which could be funded under this file?

Mr. Lowery. That is why I had that degree of caution because historically, police departments probably more so than the rest of the criminal justice system is a slow process. It is another reason why we recommend the bill be extended to allow for that educational process that might be needed across the country.

We do feel we made strides in Detroit, we do feel the police department would be receptive, but we are not saying across the country you might make that kind of progress, or all deliberate speed, as we

have said in the past.

Mr. Doss. It differs, too, with the magnitude of the recommendation. As I mentioned before, there are really three key problems we are now on the threshold of dealing with. All of the other things we have done thus far have been bandaids, some very important bandaids.

But the problem of openness, which also deals with the question of police cronyism and the blue curtain that exists around many majorcities, nobody getting answers and everybody in the department defending everybody else. There is the problem of professionalism and

of control and accountability.

Those are the three key problems on the threshold and depending upon how far a given suggestion is penetrating, depending upon, as Mr. Lowery said, who the police commissioner is and some other circumstances, we may or may not get cooperation. In many cases we have gotten it in the past, but when we get really hard on these three problems, we can't assure you, based on anything in our history, that we are going to have great cooperation automatically from the police department.

Mr. Cook. Thank you, Mr. Chairman.

Mr. Conyers. The Chair at this time recognizes the staff counsel, Maurice Barboza.

### 51. VIGILANTISM

Mr. BARBOZA. Thank you, Mr. Chairman.

I have a question which either one of you gentlemen may respond to. It is based on a quotation of the National Advisory Commission on Criminal Justice Standards and Goals which recently surveyed hundreds of citizens programs throughout the country.

Most citizens efforts are designed to complement not supplant the existing operation of the criminal justice system \* \* \* occasional widely publicized extralegal vigilante efforts are not characteristic of most citizen crime prevention activities.

Is this or is this not an accurate statement, according to your experience?

Mr. Lowery. We certainly have not experienced any vigilante activities in the city of Detroit. I certainly don't know what cities they are referring to, in terms of vigilante activities.

Mr. Doss. I would say that we haven't experienced any in New Detroit that we know of. I would say, however, that the bill itself to-

us is such an important one, that if there is something about this particular section of it that needs to be amended or fixed to provide just tremendous safeguards, so that that can't happen, in order for the bill not to be sidetracked because of that issue, then I would certainly urge that the committee put those things in. Just as those programs work today, they are not the most vital things that have to be done to fix police-community relations to prevent crime.

### 52. Direct Funding to Nonprofit Private Agencies Include Programs Bordering on Law Enforcement

Mr. Barboza. Would you recommend that programs that border on law enforcement activity, and may be a threat to the safety of citizens, be only programs funded under title I? And that in order to receive a grant the organization would have to apply to its city and receive the city's permission to begin, say patrol activities?

Mr. Doss. I certainly would. I would say yes; that would certainly assure the kind of controls of those programs by the local police department, at the precinct level or what have you, that we think would

make those programs workable.

Mr. Lowery. I might add, in terms of a safeguard here, perhaps the Community Relations Service might act as a final authority in terms of seeing cities and police departments are giving all neighborhoods an equal opportunity to participate in such programs.

### 53. YOUTH INVOLVEMENT IN THE CRIMINAL JUSTICE SYSTEM IN DETROTT

Mr. Barboza. This morning the chairman requested information regarding the involvement of youth in the city of New York. Have you in the city of Detroit any cadet programs which involve young people between the ages of 14 and 17, or auxiliary police force which involve volunteer citizens between the ages of 18 and 21? Do any of these programs provide a stepping stone into the police department, par-

ticularly for minority people?

Mr. Lowery. We have both a cadet program and auxiliary police program. The auxiliary police program does not act as a catalyst for an individual to enter the police department. The cadet program is a successful program; however the number of minorities entering that program and going on to police work is very very small for two reasons. And you certainly might take this under consideration in constructing any good cadet program in the future.

Historically, the cadet programs have been utilized by members of the police department to generate additional income for relatives, sons, et cetera, and to use as a stepping stone for the police department.

In Detroit the latest statistics we saw reveal only 18 percent of the cadets were minorities. I think that was probably a high figure. So you certainly have to go into those safeguards in terms of cadet programs.

### 54. MATCHING FUND REQUIREMENT OF CAAA

Mr. Barboza. Do you believe that under title II there should be a matching requirement for grants to nonprofit private organizations? Second, do you believe that under title II grants should go only to programs of a statewide scope or national scope—statewide scope being a program such as yours and national scope, such as the National Alliance for Safer Cities—and that these grants would be administered similar to the way that you are administering funds to programs.

Mr. Lowery. I would answer those questions in reverse. We are a citywide program, not a statewide program, and I certainly support

direct grants to organizations such as ours.

I think we would certainly have built in safeguards that have been expressed and concerns that have been expressed.

## 55, Possible Nonprofit Private Agency Grant Recipients

Mr. Conyers. If counsel would yield, are there other organizations similar to yours throughout the country that would support the con-

clusion that you arrived at with respect to New Detroit?

Mr. Lowery. Yes. I think you mentioned earlier reading a statement from a report of the National Conference of Criminal Justice Standards and Goals. I think the report was somewhat played down in the Congress, in terms of the distribution as to what really came

out of that conference.

The National Alliance of Safe Cities, as you indicated, certainly is one of the organizations, but I think even in making distributions to an organization like that, you have to take a look at the individual organization, such as the St. Louis Alliance for Shaping Communities, et cetera. The National Council on Crime and Delinquency, or any local organization, affiliation of such, are certainly credible-type organizations. And I think there are many of these type organizations across the Nation. The recommendations would merely get together those community organizations that actually involve interest in crime prevention. It is a good indication for need to locate and bring together such organizations to communicate and exchange dialog, because I don't think there is an active list of those organizations.

But I do know there are many. I certainly have been affiliated and have been in touch with 15 myself as a representative of Detroit.

Mr. Doss. If I might add, there are about 35 local coalition of cities across the country. In addition, there are a number of other organiza-

tions that have similar kinds of objectives.

It just strikes me that in terms of the other part of the question, whether a State, National, versus local, or all three, that most of the situations that we are talking about are unique locally. The situation with STRESS and with the drug problems in Detroit may have some similarities elsewhere but, you know, the whole environment we are dealing with and the way we need to attack the problem is kind of substantially different from how somebody else might go about at-

tacking their problem in another city across the country.

I am not sure if there is too much use for that reason for national bodies receiving grants under the program, because I think it is almost a situation where maybe there could be some research and some support things that could be done on problems that could be identified, but maybe the Community Relations Service could do that under this type of program. Problems that have patterns or trends across the country might be research and new methods, maybe like nonlethal weapons, that could be used for preventive kinds of police work. Things like that could be used as research by national bodies.

But the vast bulk of what we are talking about has to be dealt with based on the unique situation at the local level. I think most of it has to go that way if we are going to be effective.

Mr. Barboza, Thank you.

Mr. Convers. On behalf of the entire committee, we are very grateful for each of your presentations and discussions with committee members on this subject. We hope that you will continue to provide us with any additional information.

On that note, I declare the hearings adjourned before this subcom-

mittee for the day.

[Whereupon, at 4:55 p.m., the subcommittee adjourned.]

# COMMUNITY ANTICRIME ASSISTANCE ACT OF 1973

### THURSDAY, SEPTEMBER 20, 1973

House of Representatives,
Subcommittee on Crime
of the Committee on the Judiciary,
Washington, D.C.

The subcommittee met, pursuant to notice, at 2:05 p.m. in room 2226, Rayburn House Office Building, Hon. John Conyers, Jr. [chairman of the subcommittee] presiding.

Present: Representatives Conyers, Sarbanes, Rangel, Fish, and

Cohen.

Also present: Maurice A. Barboza, counsel, and Alexander B. Cook, associate counsel.

Mr. Conyers. Will the subcommittee come to order.

The Subcommittee on Crime will continue hearings on H.R. 9175 and H.R. 9809, bills which have been commonly referred to as the Com-

munity Anticrime Assistance Act of 1973.

The focus of these hearings is to determine the degree to which citizens are involved in the criminal justice system as volunteers and in other capacities and whether citizen involvement has had a positive effect on the prevention and reduction of crime at the local level, and if citizen involvement is an effective method of reducing crime, how can the Federal Government best encourage and assist the efforts of citizens to become more actively involved in the criminal justice system.

The legislation before us would in general provide Federal assistance to local governments, nonprofit organizations, and other citizen groups, for the purpose of improving police-community relations, encouraging citizen involvement in crime prevention programs, and in other cooperative efforts that would contribute toward bringing non-

professionals into the criminal justice system.

This afternoon, in resuming our hearings, we are privileged to hear from one of the Members of Congress who very early perceived a need for this kind of legislation. The chairman of this committee has been frank to admit that it was the gentleman from New York, Mr. Bingham's legislation, which originally put this subcommittee on the track toward developing legislation which could be a major contribution in the struggle against crime, not only at the Federal level, but at the local levels, as well.

Mr. Bingham has distinguished himself, in the judgment of the Chair, by his innovative and creative ideas in a wide range of areas since he has been a Member of the Congress. I am very pleased to invite

him to come forward and present his testimony.

We will gladly accept his prepared statement into the record and allow him to proceed as he chooses. [See p. 107.]

# TESTIMONY OF HON. JONATHAN B. BINGHAM, REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Bingham. Thank you very much, Mr. Chairman.

I very much appreciate your generous comments and I would like to say in turn that I am most grateful to you, and I think that the entire House of Representatives can be proud of the leadership that you have shown in carrying forward the idea of promoting citizen involvement in anticrime efforts.

I would like to say that I think it is highly commendable that you and the members of the subcommittee are devoting this time and effort to the need to encourage more and better organized participation on the part of citizens in helping to protect themselves against the ravages of crime, and I appreciate the opportunity to comment on the general need for citizen involvement in crime control and on the particular proposals being considered by this subcommittee to establish a Federal program to encourage such involvement.

As you, Mr. Chairman, and the subcommittee are aware, I introduced in the last Congress, the so-called "Citizens' Anticrime Patrol Assistance Act," which was reintroduced in this Congress as H.R. 3924. The purpose of that bill is much the same as H.R. 9175, introduced by you, Mr. Chairman, and by Mr. Fish—namely, to assure that Federal funds will be available to assist and encourage citizen involvement in crime prevention and criminal justice programs.

As I will point out later on, H.R. 9175 does broaden the concept and provide for a number of types of activities which were not contemplated in my bill, but which I think represent an improvement

and elevation of the original concept.

As I indicated last March to Subcommittee No. 5 of this committee in the course of its review of the Law Enforcement Assistance Administration and the safe streets program, few if any citizens' organizations or citizen anticrime projects are presently receiving funds under LEAA programs. The LEAA bureaucracies at State and local levels tend to be dominated by law enforcement professionals. Those professionals generally support citizens' anticrime activities in their public statements. But when it comes to handing out Federal financial assistance, self-help efforts by citizens generally get last priority.

I might say at this point, there are some exceptions to that. In my own city of New York, for example, LEAA funds were granted to the auxiliary police for the purpose of furnishing uniforms, which had previously been paid for by the members themselves. And this was a

substantial grant.

There are some differences in emphasis between my bill and this subcommittee's bill. My bill, for example, provides for direct channeling of funds from Federal officials to citizen organizations, with a requirement that recipient citizen organizations show evidence of having consulted with local law enforcement officials and coordinated their planned activities with the activities of the police and other citizen groups. The subcommittee bill, on the other hand, channels the funds through city and public agencies in title I and through non-profit private agencies in title II. I do not regard this difference as a serious one. Certainly in New York City, for example, Mayor Lindsay

has demonstrated his active support for the concept of citizen anticrime involvement. Indeed, as I know he reported to this subcommittee, Mayor Lindsay is in the process of committing some \$7 million in city funds to the "block security" program, which closely parallels the kind of program I envisioned in the Citizens' Anticrime Assistance Act.

More important than whether or not Federal funds are channeled through city officials is, first, that the funds be clearly earmarked for citizen participation efforts, and, second, that the funds bypass the existing LEAA bureaucracy which has demonstrated its inability to give appropriate priority to the potential for citizens themselves to

help ease the crime problem.

I might note at this point that my bill did contemplate that the funds would be handled from Washington, by the LEAA, bypassing, however, the State structure and so on, that is normal for LEAA funds. Your bill, Mr. Chairman, of course, contemplates that the funds would come from the Director of the Community Relations Service

in the Department of Justice.

I see some advantage in having the funds come from a separate agency such as that, but I would suppose that there might be some difficulty in terms of the treatment of the bill on the floor if there is any overlap between the functions of the LEAA and the functions of the Director of the Community Relations Service. This is a problem that I am sure you will want to give attention to as you further consider 9175. Particularly, it seems to me that an argument might be made that title I funds in your bill are within the area that would be eligible for grants under LEAA, and therefore there might be some confusion.

If that can be worked out, I think it is probably preferable to have a separate agency handling the funds because, as I have indicated, LEAA has not shown itself particularly well disposed to this type

of funding.

Mr. Conyers. Could I interrupt to ask you——Mr. Bingham. Certainly, Mr. Chairman.

# 56. Administration of the Program LEAA or CRS

Mr. Convers [continuing]. To ask you your opinion with regard—the proposal that LEAA yield its jurisdiction, if it has any, in the field of community relations, and allow the Community Relations Service of Justice handle that entire area to prevent any possible duplication. Would that be a feasible solution?

Mr. BINGHAM. I certainly think it is possible. I only raise it as a kind of cautionary flag, because I think that there are certain items under title I that certainly could qualify for aid under LEAA. There

is no question about that.

Prior to the institution in New York City of the block security program, there were more than 150 citizen anticrime organizations in our city alone, and their efforts were largely uncoordinated with each other. And that figure certainly would not begin to include all of the tenant groups that attempt to provide some protection for their buildings.

### 57. VIGILANTISM

Based on the work those organizations have done, and the way they have conducted themselves, I have become convinced that ordinary citizens can make a useful contribution to their own safety and the safety of their neighbors, in full cooperation with the law enforcement authorities, and without vigilantism or repression. Indeed, the kinds of Federal assistance envisioned in my own bill and this subcommittee's bill would provide further assurances that citizen involvement in self-help anticrime efforts will not lead to undesirable ends.

### 58. Possible Safeguards—Use of Weapons

I have taken care to include in my bill a number of explicit safeguards, which I would urge this subcommittee particularly to note. Most importantly, my bill rules out the use of firearms in any way, shape, or form with respect to citizen anticrime efforts. I was particularly pleased to note that the National Advisory Commission on Criminal Justice Standards and Goals, in its recently issued report entitled, "A National Strategy to Reduce Crime," came down strongly in favor of eliminating all private possession of handguns in this

country over the next decade.

I have legislation pending before the Judiciary Committee (H.R. 3547) that would do just what this latest Commission, and so many others, have recommended with respect to handguns, and I want to join Mayor Lindsay in reminding this subcommittee that elimination of private possession of handguns is a necessary requisite to effective crime control. So far as a program of Federal assistance for citizen anticrime efforts is concerned, I think it should be explicit that guns are not an appropriate means for private citizens to deal with crime. Guns in the hands of private citizens can only add to the violence and terror in our society, not ease them. I recommend that this subcommittee include in any citizen anticrime assistance legislation that it may report out a specific provision excluding guns of any kind from any of the programs to be assisted.

Similarly, I believe specific provision, such as I have included in my bill, should be made to assure that citizens pay careful attention to the need to respect the privacy and civil rights of their fellow citizens lest their anticrime activities become as oppressive as the criminal activi-

ties they are trying to eliminate.

# 59. Grants to Nonprofit Private Agencies—Supervising Local Law Enforcement

Finally, I would suggest that, if grants are to be made to private organizations, as provided for in title II of H.R. 9175, the recipient organizations be required to show that their activities will be carried out with the approval and under the supervision of local law enforcement authorities.

These various safeguards are spelled out in my bill, in section 552 of my bill, which indicates a number of factors that a plan to be submitted in application for a grant would have to satisfy. I think it is somewhat more detailed than the conditions provided for in section 203(b) of the committee bill, which sets forth conditions for grants to private agencies rather briefly. I would suggest that the committee

consider adding some of the safeguards that I have suggested in section

552 of my bill.

Tempered with these safeguards, a program of Federal assistance for well-intentioned, concerned, organized citizens who are willing to invest their time and energy to making our city neighborhoods safe again can succeed, and I urge this committee to recommend approval of legislation that would establish such a program of assistance.

Might I just add to that, Mr. Chairman, that I think that H.R. 9175 contemplates activities that are considerably broader than the activities contemplated in my bill, and I would applaud that expansion. I think that in many respects they are imaginative and would strengthen

the whole concept of citizen involvement.

However, I note that—and this perhaps is an oversight—that in the listing of activities to be carried on by nonprofit private agencies, in title II, there does not seem to be specific reference to citizen patrols, other than escort services, which are mentioned in section 202(b)(3).

Certainly, title I refers to, quite properly, the recruiting organization and training of citizen preventive patrols for the purpose of patroling apartment buildings, neighborhoods, and schools. That is the recruiting organization and training of such patrols under title I. But I notice that title II doesn't include the assistance to the operation of such patrols. I think that is something that was perhaps just an unintentional omission.

Thank you, Mr. Chairman.

Mr. Conyers. Mr. Bingham, I want to thank you very much for your very specific testimony and add that your bill, H.R. 3924, should be

properly included in the legislation that is being considered.

I think that they are so closely related that we should hear testimony from those members who would choose to make any observations they want, and that all of these proposals, as similar as they are, be considered together. And from this point on, we will include your bill in consideration before the Subcommittee on Crime.

I am very grateful for your observations.

# 60. Local Veto Power Over Grants to Nonprofit Private Agencies

With regard to the question of the role of the local police in approving grants going to private agencies, there are several alternatives. First, the approval of the grants could be made subject to the veto power of the municipal police; or, on the other hand, they could be made a matter of information where municipal police would be advisory to CRS, who would make awards and grants. Second, the police might have no role whatsoever and be merely notified or advised of any grants that would be awarded within their municipal jurisdiction.

Where do you see the most thoughtful legislative approach in this

matter to be?

### 61. VIGILANTISM

Mr. Bingham. Mr. Chairman, I would have some hesitancy in giving the local police veto power. On the other hand, I do think it is essential that any citizen activity in this field be carried on in coordination with the local law enforcement authorities.

I think the whole danger of vigilantism arises if that is not done, and I think that there is a growing acceptance in various communities.

I think this is true in New York City, by the police, of the value of volunteer organizations; certainly the auxiliary police in New York have become more and more accepted. And as I say, I would hesitate to give them absolute veto power but I think they certainly should be consulted. And as I suggested, I think the applying group, the agency, private or public agency, that applies, should demonstrate that whatever is done will be done in coordination with the activities of the official law enforcement authority.

## 62. Division of Funds for Public and Private Agencies

Mr. Convers. Have you any observation with regard to the notion in the bill which permits half of the money to go to municipal entities and the other half to go to nonprofit corporations and citizen type groups? Does that appear to be a fair division of the allocation of funds?

Mr. Bingham. I had some question about it, Mr. Chairman. I wondered whether it was wise to apportion the funds in specific ratios. I suppose that one reason to specify the percentage of funds is to protect the moneys that would be going to the private groups. The public agencies are much better equipped to apply for grants, and if you allowed the total amount to be allocated in a flexible way, this might

On the other hand, I am not sure we have at this point enough knowledge to know what the proportion would be. I notice that the amount, the total amount that you have as the recommended authorization for the first year, is the same that I have recommended, \$50 million. I had suggested an increase in the ensuing fiscal years, which there is no such increase contemplated in H.R. 9175. On the other hand, you provided for only a 2-year program, with the thought that it would be reexamined at the end of the 2 years.

I would suggest that the rigid split be modified but with some protection for the private groups, perhaps not less than 50 percent to be accorded to the private groups. I think it might turn out to be that the private groups would need more help.

Mr. Convers. Larger than the 50 percent ratio?

Mr. Bingham. No. I say it might be that you would say of the \$50 million authorized, not less than half should be allocated to the private groups, so they could expand, but the public agencies couldn't.

Mr. Conyers. Thank you very much.

Finally, do you have a judgment in terms of the amount of the appropriation were this bill to pass, which has been set at \$50 million per year, by which terms roughly \$25 million would go into the private sector? Does that strike you as a small, reasonable, or exorbitant amount?

Mr. Bingham. I think it is a reasonable estimate for the first year. Mr. Chairman, as I indicated, it is the same amount I came up with. It is hard to say, I think, just how quickly programs of this kind would develop and expand. I have no doubt that if the program is as successful as I think we all hope it would be, that this amount would prove to be inadequate. But for a first year authorization, I think it is reasonable.

Mr. Conyers. Thank you very much.

I would like to yield at this point to the gentleman from Maine, Mr. Cohen, for any questions he may have.

# 63. LEAA'S ROLE IN COMMUNITY INVOLVEMENT

Mr. Cohen. Thank you, Mr. Chairman.

Thank you, Mr. Bingham. I know you are sincere, both in the proposed legislation you introduced and in coming before the committee to support this particular bill under consideration. But the question I have in looking over your statement, is that you suggest, on page one, that "the LEAA bureaucracies at State and local levels tend to be dominated by law enforcement professionals." And the question I would have is, why not change our approach in LEAA?

As I recall, there were specific recommendations made to broaden the participation of citizens groups in this year's legislation. Why not put the emphasis by broadening LEAA to get more citizen or community participation in that program, without creating a whole new

Federal program?

Mr. BINGHAM. Well, I think there is something to be said for that, Mr. Cohen. As I indicated in my bill, I contemplated that the grantor agency in Washington would be the LEAA. But knowing the difficulties that have arisen and the problems, the bureaucratic problems that have arisen by following the funds through the States it seemed to me appropriate to provide that in this instance the grants be made directly

Now, I think you can go either way. Certainly, on the record, the LEAA hasn't done a very good job of encouraging citizen participa-

tion. They have done some but not very much.

Mr. Cohen. But it seems to me it is the obligation of Congress to specify what it wants done with the Federal program. And the constant criticism we hear, and I agree with you, there tends to be an emphasis on total police effort, emphasis on hardware, very little in the way of socially oriented programs.

It seems to me we have the burden in Washington to make positive recommendations through legislation to change that if we find it isn't adequate rather than creating another new program and saying we created one and it is not meeting the problem adequately, so we'll

simply create another.

It seems to me there is justification for the criticism of Congress

being duplicative in its focus and its funding.
That is one question I have on that.

Second, I think in this entire legislation there has been all too little emphasis given to the danger that is inherent in this program, this approach to it. I know you pointed out, and Mayor Lindsay also commented upon it, but you mention on page 3, that you believe specific provisions should be included in the bill which would safeguard citizens' rights and private rights and so forth. I really question seriously whether or not we can ever legislate in a meaningful way such

nrataction

It seems to me, over the years the criticisms that have been leveled at the law enforcement officials have been the quality and the caliber of the law enforcement that we have had. It has been only through a series of decisions of the Supreme Court, have we forced an upgrading of the quality of law enforcement and the caliber of the law enforcement official. And I don't think enough emphasis is being given here to really what is involved in turning loose a group of citizens, as you suggest, on patrol, street patrol type of organization.

I am sure you are familiar with the two recent incidents in New York City where it almost got out of control, one man was practically killed, who was being apprehended while committing a crime against

someone else.

I think there is a serious danger here. On the one hand, you don't think the police should have a veto power in this matter, but the police are going to be responsible for the training and supervision of these individuals, in the way of protecting the individual rights on the part of people they are trying to apprehend; and I just think that we are not giving enough attention to that facet of it, especially in your street patrols you are recommending.

I would like to get your ideas on that.

Mr. Bingham. My concept, first of all, of the street patrols is they be more eyes and ears in apprehension than anything else. They would not have the power of arrest, and they would not be armed. They would hopefully be provided with communications equipment, walkie-talkies, and the like.

### 64. Possible Funding Through LEAA

Mr. Cohen. If I could just interrupt for a second. The question I did ask Mayor Lindsay, getting away from the LEAA problem, where they depend too much on hardware, you run a similar risk by not at least indicating that this money should go for community organization,

rather than for the purchase of equipment.

Can't you get the funding through LEAA for walkie-talkies to be made in conjunction with the various community organizations; that now you get into a new community action group being funded with Federal moneys; and now we have to have up to one-third, to be spent for the rental of office space and then walkie-talkies, other equipment? Are we running into the same problem in this approach as we are with LEAA?

Mr. Bingham. I think you are bound to have some of that. I certainly wouldn't want to rule out the possibility that some of the money that would be used here would be for communications equipment, for example. I think that raises really basically the same questions raised originally as to whether you want to have a program that is separate and apart from the LEAA. And I think—I would say one more word on that. I think always when you set up an agency that is given a particular responsibility in a particular area, they will do a better job of pushing for that type of thing than an agency which has broader responsibilities.

Now, over against that you have to weigh the undesirability, perhaps, of having agencies with somewhat competing jurisdictions, but I think there is an advantage to have an agency in Washington or at least an official in Washington, whose concern is with the development

and encouragement of citizen anticrime activities.

### 65. VIGILANTISM

As far as the problem of vigilantism or improper activity is concerned, let me add two thoughts. First of all, as I said, I think it is very important they not be armed; and second, you have the advantage, if you have some such program as this you have a kind of handle on

such groups. These groups exist to a degree anyway, and you may have a greater degree of influencing them in the right direction if you are in touch with them and helping them than if there is no government participation at all.

# A. POSSIBLE VIOLATIONS OF CIVIL RIGHTS BY CITIZEN PATROLS

Mr. Cohen. It may not be a fair question at this time, but have you had any experience in doing the research on this legislation and studying those communities who do have programs funded at their own level? What about the liability of police departments, local police departments, for the activities of individuals, community action groups such as this, wherein the police departments do have some measure of control and some measure of supervision, both in the training and overall oversight of the activities, and do you get into a violation of a person's civil rights, whether it is a violation of the Civil Rights Act, section 1988 of title 42, of 1899 or those later, which can be brought against the police departments? Has anyone considered that as far as responsibility and what that might mean to a city?

Mr. Bingham. I really haven't studied it, Mr. Cohen. I would suggest that it would vary from case to case. For example, the auxiliary police in New York, although they are composed of volunteers, I would suppose it is sufficiently organized on an official basis so that there would be liability.

On the other hand, you take something like a tenants group that is self-organized and operating in a building to keep undesirables out and they beat somebody up unnecessarily, I can't imagine there is any city liability there.

### B. FEDERAL LIABAILITY

Mr. Cohen. What about Federal liability at that time?

Mr. Bingham. I don't see how there would be any, but certainly it is something that ought to be studied. It might be possible to have some kind of insurance program.

Mr. Cohen. I think as an imaginative attorney, I would certainly want to join the Federal Government and the city in any lawsuit for violation of privacy or civil rights.

### C. CITY LIABILITY

Mr. Conyers. Could I point out—and I am sure the gentleman from New York is aware of it—that there is a city ordinance, the Good Samaritan Statute, in New York City, specifically enacted to reimburse citizens who are injured or otherwise harmed when they come to the aid of a fellow citizen.

Over and above that, I think with reference to the gentleman from Maine's question, I think we might ask of counsel, to contact New York City corporation counsel and those who advise the police de-

partment on laws, just what the liability situation is.

Mr. Cohen. The police department is in a difficult position if they have too much supervision, it is tied in with them; if they don't have enough, you have the danger of the organization going on its own with very little control.

Mr. Conyers. We will research that point further. I thank the gen-

tleman for his comments.

I recognize the ranking minority member, Mr. Fish.

Mr. Fish. Thank you, Mr. Chairman.

Mr. Bingham, let me join my colleagues in thanking you for not only your appearance, but for all of the industry that went behind your legislation and your suggestions.

# 66. RESTRICTIONS ON USE OF FIREARMS

I want to say I am in 100 percent agreement that we should have in our bill the provision that rules out the use of firearms by any of the

citizen groups.

I also like your suggestion that we include provisions with respect to privacy in civil rights of fellow citizens, and also if grants are made to private organizations that they be required to show their activities would be carried out with approval and under supervision of local law enforcement authorities.

## 67. Supervision of Citizen Programs

I think that brings us to one issue here: whether such supervision should be the local law enforcement authorities. By that, I mean I believe people tend to think in terms of the local precinct or maybe some similar jurisdiction in the police hierarchy. However, I would consider the fact that the police operate under the direction of the highest elected municipal leader. Since we are talking about the granting of Federal funds to a group engaged in crime prevention, shouldn't those funds be channeled through the office of the one individual in the community who has the final responsibility for the success or failure of the anticrime effort?

Mr. Bingham. I think this is one of the most difficult questions that your committee faces, Mr. Fish. And I had the opportunity the other day to ask Mayor Lindsay about this. He expressed very emphatically the view that grants shouldn't go to private organizations, and that they should go through the cities. And I think they are going to get

that from local officials, generally.

On the other hand, there is an advantage in having the ability to make grants directly to citizen organizations, and if that is there, I think then the local officials will at least be under some local pressure, political pressure, if you will, to go along, provided the plans are reasonable and show a proper approach to the problem.

Again, I think I would be reluctant to see a veto power in the local public officials, but I certainly think that there should be coordination, and I would suppose that as a branch of the local government, the coordination should be with the law enforcement authorities.

I am a little concerned if it is broader than that it gets too complicated and you are likely to get involved in the kind of bureaucratic problems that LEAA has suffered from. But I think it is a very

difficult question.

Mr. Fish. I think you already helped us a great deal in seeking a solution to it by the concept of a plan. This is not explicit in H.R. 9175, but it is in your bill, H.R. 3924, where grants would be made to organizations which have established a plan, which I presume had been approved, under your bill by LEAA.

This might be a way of bringing in local government.

On the top of page 4 of your bill, which would be subsection 5 of section 552, you call for the consultation of local law enforcement authorities in the development of a plan to assure full coordination between the organizations and such authorities, what would your reaction be if the language were recast to say "undertaking consultation with local governmental authorities in the development of a plan to assure coordination by the organization and local law enforcement authorities."

Mr. BINGHAM. I would have no strong feelings on that, one way or the other. I think that might be an improvement. I wouldn't personally think it was necessary, but I certainly wouldn't interfere with it.

Mr. Fish. If this were part of our bill, the CRS would have this assurance that the top local official had been consulted at least in the

making of the plan.

Mr. BINGHAM. I don't see any real objection to it. The reason I don't think it is necessary, presumably the law enforcement authority in any given community is delegated by the local elected officials to carry out functions in this field, and it would seem that would provide for sufficient coordination. But I would see no real objection to broadening the consultation.

Mr. Fish. Thank you. And I do think your concept of a plan that has been approved by appropriate authorities and the additional language that you suggested to us is very helpful. I appreciate it.

Thank's very much.

# A. NUMBER OF CITIZEN PATROLS IN NEW YORK CITY

Mr. Conyers. Mr. Bingham, your office has provided us with a letter from the New York City Police Department dated March 10, 1972, which attempts to answer your question regarding the number of citi-

zen patrols existing in New York City.

They indicate in the letter that there were some 175 citizen-type groups that fall into several categories of street patrols and tenant patrols and civil patrols, that are not working with the precinct, the police precinct. The sergeant responding to your office's inquiry was careful to say that these were all they knew and that they were in no way limiting that number.

The implication was there could probably be a great number that

they were not aware of at the time.

Has this information been updated at all in your office?

Mr. Bingham. I don't believe so, Mr. Chairman. We would be glad to undertake that, if you wish, or the committee could do so. But I am sure that those figures are partial figures and there would also be a question about how you would measure the number of organizations

For example, in one part of my district, which is co-op city, where one apartment development includes 55,000 people living in it with a number of buildings, probably each building has a tenant patrol and I don't know whether you would count those as separate organizations or not.

So I don't think those are very reliable figures, certainly in terms of

tenant organization.

Mr. Conyers. Well, the mayor of New York, when he testified before this subcommittee, was not too sure himself. We are going to seek

to update it, and if you have no objection, we would like to include that letter in these proceedings, to be made a part of the record.

Mr. Bingham. Certainly.
[The letter referred to follows:]

THE CITY OF NEW YORK POLICE DEPARTMENT, COMMUNITY AFFAIRS DIVISION, New York, N.Y., March 10, 1972.

Mrs. Ruth K. Nezin, Bronx Representative for Congressman Jonathan R. Bingham, Bronx, N.Y.

DEAR MRS. NEZIN: In order to keep your office and Congressman Bingham apprised of the continuing developments regarding Civilian Patrol Anti-Crime Activity, I am forwarding a list of groups presently in operation. Please do not consider this list as being exhaustive. We are constantly identifying with and assisting those groups which are forming and providing community service

in a legal manner.

Deputy Commissioner Benjamin Ward has sent me a copy of the Congressional Record of February 17, 1972 outlining Congressman Bingham's proposal regarding the Citizen Anti-Crime Patrol Assistance Act. While attending meetings with new and organized groups involved in Citizen patrol, this information is vitally important and uitlized. We do request that groups listed are not contacted directly. This might lead we fear, to individuals anticipating remuneration for services in what is now a voluntary program.

1. Perusal of our records reveals that at this time there are approximately 175 self-protection groups within the confines of the City of New York, The

activities of these groups fall into two broad categories

a. Street Patrol

b. Tenement Patrol (Private and City-Owned Housing)

2. There are 39 Citizen Patrol groups performing Civilian Patrol on the streets as outlined in paragraph (a). Of these, 28 are working closely with their resident precinct.

These groups are listed:

Groups	Precinct	Member
. Sotto Civilian Patrol (volunteers)	4	10
Safe Streets Association.	7	5
Parents League, Child Safety Patrol.	19	2
. United Citizens Community Bander	23	5
. 96 Street Civilian Patrol	23	ĭ
Parents Leanue Child Safety Patrol	23	10
Parents League Child Safety Patrol Radio Emergency Associated Citizens Team	24	10
Central Park North Patrol	28	2
A CONTRACT OF THE PROPERTY OF	32	15
. Drew Hamilton House Patrol	34	- 1
24 Product Community Calety Pated	34	
. 34 Precinct Community Safety Patrol	42	
City-Wide Safety Patrol.	44	
Walton Avenue Walking Patrol. Walton Avenue Tenement Street Patrol.	44	
Waton Avenue renement Street Patrol.	46	
46 Precinct Civilian Patrol.	40	
	52	
Marion Avenue Civilian Patrol		
. 69 Precinct Community Patrol	69	
71 Precinct Community Patrol Kingsboro Patrol	77	
Kingsboro Patrol		
Albany Street Patrol.	77	
94 Precinct Community Patrol.	94	
Central Radio Patrol	103	
Central Queens Radio	107	1
Cover all these precincts	109	
Do	110	
Do	111	
Do	112	
Listed are groups performing civilian patrol not working closely with resident precincts:	322	2.
1. East 78 Street Patrol	19	1
2. Colonial House Patrol	32	13
3. Franklin Avenue Block Patrol.	42	
4. Concerned Citizens Patrol	70	40
5. Crown Heights Civic Association	71	
6. Hollis, St. Albans Civil Patrol	105	
7. Laurelton Patrol	105	17
8. N/W Laurelton Patrol	105	1
9. West Laurel Citizens Patrol	105	7
10. Springfield Gardens Spotter Patrol	105	5
11. Pineville Civilian Patrol.	105	1

3. Of the remaining groups involved in tenement patrol in City-owned and private housing, approximately 40 groups have had their activities coordinated in some degree by the personnel of the resident precincts involved.

I hope this information is helpful. Please feel free to ask for any further

assistance you might require.

Respectfully,

JOHN ST. JEANOS, Sergeant.

Mr. Conyers. I would like to recognize the gentleman from New York, Mr. Rangel, for any questions he may have. Mr. Rangel. Thank you, Mr. Chairman.

I have no questions, but I thank my distinguished colleague from New York for sharing his long experience in this area with the committee.

Mr. Conyers. Well, thank you again, Mr. Bingham. Your helpfulness has been very valuable to us. We will be looking forward to any cooperation that your office can continue to provide the subcommittee. We will be considering your legislation along with the other two pieces that are under consideration by this committee.

Mr. Bingham. Thank you very much, Mr. Chairman, members of

the committee.

[The prepared statement of Hon. Jonathan B. Bingham follows:]

STATEMENT OF HON. JONATHAN B. BINGHAM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, I want first to commend you and the Members of your Subcommittee for devoting this time and effort to the need to encourage more and better organized participation on the part of citizens in he ping to protect themselves against the ravages of crime. I appreciate this opportunity to comment on the general need for citizen involvement in crime control, and on the particular proposals being considered by this Subcommittee to establish a Federal program to encourage such citizen involvement.

As this Subcommittee is aware, I introduced in the last Congress the "Citizens' Anticrime Patrol Assistance Act," which has been reintroduced in this Congress as H.R. 3924. The purpose of that bill is much the same as H.R. 9175, introduced by you, Mr. Chairman, and by Mr. Fish-namely, to assure that Federal funds will be available to assist and encourage citizen involvement in crime prevention

and criminal justice programs.

As I indicated last March to Subcommittee #5 of this Committee in the course of its review of the Law Enforcement Assistance Administration and the safe streets program, few if any citizens organizations or citizen anticrime projects are presently receiving funds under LEAA programs. The LEAA bureaucracies at State and local levels tend to be dominated by law enforcement professionals. Those professionals generally support citizens' anticrime activities in their public statements. But when it comes to handing out Federal financial assistance,

self-help efforts by citizens generally get last priority.

There are some differences in emphasis between my bill and this Subcommittee's bill. My bill, for example provides for direct channelling of funds from Federal officials to citizen organizations, with a requirement that recipient citizen organizations show evidence of having consulted with local law enforcement officials and coordinated their planned activities with the activities of the police and other citizen groups. The Subcommittee bill, on the other hand, channels the funds through city and public agencies in Title I and through non-profit private agencies in Title II. I do not regard this difference as a serious one. Certainly in New York City, Mayor Lindsay has demonstrated his active support for the concept of citizen anticrime involvement. Indeed, as I know he reported to this subcommittee, Mayor Lindsay is in the process of committing some \$7-million in city funds to the "block security" program, which c'ose'y parallels the kind of program I envisioned in the Citizens' Anticrime Assistance Act.

More important than whether or not Federal funds are channeled through city officials is, first, that the funds be clearly earmarked for citizen participation efforts, and, second, that the funds by-pass the existing LEAA bureaucracy which has demonstrated its inability to give appropriate priority to the potential

for citizens themselves to help ease the crime problem.

Mr. Chairman, prior to the institution in New York City of the Block Security program, there were more than 150 citizen anticrime organizations in our city alone, their efforts largely uncoordinated with each other. Based on the work those organizations have done, and the way they have conducted themselves, I have become convinced that ordinary citizens can make a useful contribution to their own safety and the safety of their neighbors, in full cooperation with law enforcement authorities, without vigilantism or repression. Indeed, the kinds of Federal assistance envisioned in my own bill and this Subcommittee's bill would provide further assurances that citizen involvement in self-help anticrime efforts will not lead to undesirable ends.

I have taken care to include in my bill a number of explicit safeguards,

I have taken care to include in my bill a number of explicit safeguards, which I would urge this Subcommittee particularly to note. Most importantly, my bill rules out use of firearms in any way, shape, or form with respect to citizen anticrime efforts. I was particularly pleased to note that the National Advisory Commission on Criminal Justice Standards and Goals, in its recently issued report entitled "A National Strategy to Reduce Crime," came down strongly in favor of eliminating all private possession of handguns in

this country over the next decade.

I have legislation pending before the Judiciary Committee (H.R. 3547) that would do just what this latest Commission, and so many others, have recommended with respect to handguns, and I want to join Mayor Lindsay in reminding this Subcommittee that elimination of private possession of handguns is a necessary requisite to effective crime control. So far as a program of Federal assistance for citizen anticrime efforts is concerned, I think it should be explicit that guns are not an appropriate means for private citizens to deal with crime. Guns in the hands of private citizens can only add to the violence and terror in our society, not ease them. I recommend that this Subcommittee include in any citizen anticrime assistance legislation that it may report out a specific provision excluding guns of any kind from any of the programs to be assisted.

Similarly, I believe specific provisions, such as I have included in my bill, should be made to assure that citizens pay careful attention to the need to respect the privacy and civil rights of their fellow citizens lest their anticrime activities become as oppressive as the criminal activities they are trying to

eliminate.

Finally, I would suggest that, if grants are to be made to private organizations, as provided for in Title II of H.R. 9175, the recipient organizations be required to show that their activities will be carried out with the approval

and under the supervision of local law enforcement authorities.

Tempered with these safeguards, a program of Federal assistance for well-intentioned, concerned, organized citizens who are willing to invest their time and energy to making our city neighborhoods safe again can succeed, and I urge this Committee to recommend approval of legislation that would establish such a program of assistance.

Mr. Conyers. Our next witness is from California, Mr. Pete Stark, a member who this Chair had the privilege of meeting before he was even elected to the Congress. He was, even at that time, making himself known to the Hill. And we are happy to know that his concern about the question of crime in his community has led him to an investigation of this legislation and to appear before the subcommittee to make a statement.

We would be happy to receive your prepared statement into the record, Mr. Stark, and allow you to proceed further in any manner that you choose.

[The prepared statement of Hon. Fortney H. Stark follows:]

STATEMENT OF HON. FORTNEY H. (PETE) STARK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, I am happy to appear before you today to discuss a highly successful citizen-volunteer effort to prevent crime. I am proud to note that this movement called *The Good Neighborhood Program*, is the brainchild of one of my constituents, Mr. William V. Thomas. Shortly after his home was burglarized

some five years ago, Mr. Thomas decided that something must be done to solve the problem of ever-increasing crime rates. Seeing that triple locked doors, extra police, more weapons, and more watchdogs did not reduce crime, Mr. Thomas decided that he would organize his neighbors on a block by block basis to meet one another, hold elections and elect a "Block Warden." They did meet and hold elections, and further they agreed to keep an eye out for each other—informing each other when they would be away for lengthy periods, and notifying police of any suspicious circumstances.

Although this sounds like a terribly simplistic approach to a very complex problem, the program has experienced phenomenal results. In Maxwell Park, Mr. Thomas' own neighborhood, there were 56 burglaries per month before he implemented the program. In the first month of the program, the number of burglaries dropped to 15. Only 2 burglaries were committed during the second month. During the following 21 months, only 7 burglaries were committed and two

of those occurred in homes of people not in the program.

In Oakland, Mr. Thomas' program involves more than 18,000 families. This concept has had wide appeal throughout the San Francisco Bay area minority communities. As in most cities of the country, crime is particularly rampant in areas occupied by the poor and members of minority groups. One neighborhood in Berkeley where 90 percent of the residents are black decided to try the program because nearly all 80 homes had been burglarized. Shortly after implementation, one resident noticed the appearance of a van at the home of one of her neighbors. As she had not been advised of an imminent move, she notified the police immediately. The police were able to apprehend four men in the process of stealing furniture from the neighbor's home. After two years this previously high crime area has been transformed into a model neighborhood practically free of crime.

William Thomas' idea is rapidly spreading to other communities. He has spent some \$14,000 of his own money and traveled some 50,000 miles to introduce the program in eight Western States and Canada. In recent weeks, chiefs of police in Alameda and Berkeley, California, have notified Mr. Thomas that they wholeheartedly support the program. Richard Young, chief of police in Alameda,

wrote,

Professional administrators in the field of criminal justice have long espoused that fighting crime is everybody's business. No police department can function efficiently without complete help and support of the citizens it serves.

The good neighborhood program is an effort at citizen involvement. Your idea to cover the entire city instead of a small neighborhood will, for the first

time, provide us with an opportunity to prove this theory.

Other interested communities in the immediate area include Milpitas, Pittsburg, San Pablo, and Martinez. Communities in Oregon, the State of Washington, and Canada have also expressed interest. The small rural community of Monte Rio, California, implemented its program in 1970 which has met with success like that in larger cities.

A question that is frequently asked is whether this program creates vigilantes. The answer is that, although this program stresses vigilance on the part of all, neighbors are instructed to call police and block wardens at the sign of trouble. Members do not take the law into their own hands nor do they attempt to serve as civilian policemen. There have been no reports of injured citizens in the 5 years the program has been operating.

And although members are instructed to report the appearance of suspicious and/or strange persons, Mike Erickson of the Monte Rio Homeowners Protection Association stresses that "we are not out to hound young people who dress differently, or people who wear long hair and beards, but we are trying to stop

thievery in this area."

Mr. Chairman, I would like to point out that implementation of a Good Nelghborhood Program brings many side benefits such as more understanding and communication among neighbors and more stable communities. Oakland residents know one another once again. As Mr. Thomas so aptly states, "All who live in America are Americans, we must regain our former custom of getting acquainted with all our neighbors, looking out for them, and building confidence instead of fear."

Our law enforcement officers cannot do the job alone. I think that the thousands of members of this program have shown what can happen when citizens become involved.

# TESTIMONY OF HON. FORTNEY H. (PETE) STARK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Stark. Thank you, Mr. Chairman. You can all read this prepared statement, I am sure, faster than I can repeat it. Therefore, I will insert it for the record and deliver a few remarks.

# 68. CITIZEN INVOLVEMENT PROGRAMS IN SAN FRANCISCO BAY AREA

When I became aware that H.R. 9175 was introduced, it occurred to me there are many programs already in existence in my district and in the San Francisco Bay area that would benefit greatly from this bill. For those communities that have not yet innovated in the area of crime prevention, it would, no doubt, provide the impetus for them to initiate these types of programs.

Mr. Thomas' program, the Good Neighborhood Program of Oakland, Calif., is very simple. It encourages people in an apartment com-

plex or on a block to learn who their neighbors are.

For those of us who may have grown up in small towns where people always knew their neighbors, this might sound strange. But for areas as transient as California or Capitol Hill, we don't always know who our neighbors are. Some might even say that everybody in California looks suspicious. But, seriously, for neighbors to know each other and alert each other and the police of suspicious circumstances is a tremendous deterrent to crime.

As an ancillary benefit, of course, there is a spirit of cooperation fos-

tered between the police and the neighbors.

Statistics in the neighborhoods of Oakland and Berkeley where they have tried the program reveal a very definite reduction of crime. This may be because the citizens become more interested in what is going on around them, and report to the police. But in any event the results are promising.

The same types of programs and the same kind of community interest have sprung up in several other ways in our communities. I think

it would be worthwhile to note just a few.

We have a newly operating Bay Area Rapid Transit which we hope will become a model of urban mass transit. But much of it operates in congested areas, filled with crime and vandalism. In a largely chicano neighborhood, some 60 adults have organized a committee to teach their youth not to vandalize the BART cars. Through door-to-door visitation, as well as school visits, they stress the high tax cost of vandalism to their parents and themselves.

Although this hasn't existed long, it seems to be working. This is because people in the Spanish-speaking community realize the transportation system is an asset to their area, one worth working to preserve. They worked hard to get the system, and the taxes are already

high enough.

Community involvement in other aspects of BART also proved helpful. Citizens, for example, had a voice in determining the uniforms of its personnel. Blazers were selected rather than a more militaristic outfit. However subtle the difference, it has been responsible for better relations between guards and riders. Another project of citizen involvement in the criminal justice area will soon begin in the city of Berkeley. There the residents have started a citizen review board, charged with hearing grievances involving law enforcement personnel.

# 69. CITIZEN INVOLVEMENT IN THE OAKLAND AREA

The Oakland area has yet another unusual example of citizen involvement in crime prevention. The Black Panther Party that is head-quartered there has in recent years become very much more active in politics and in community affairs.

They have a training program that teaches young people the difficulties they can get into and encourages them to stay in school.

We have a program in many communities in the bay area involving "block parents." This consists of parents in an apartment building or on a particular street hanging a sign in their window to indicate that there will be a parent at home during the time children go to or from school. The children know if they have any problems, if they are ill, there is an accident, or somebody chases them, to run to the nearest block parent's house.

To summarize, then, the East Bay Area of nothern California is the site of various innovative programs of citizen involvement in the criminal justice process. With the passage of H.R. 9175, these and other programs would prosper.

I might close by saying that, in Oakland, we have had one other approach which, while not directly related to H.R. 9175, might be of interest. There, some of the members of the legal community have attempted to work in cooperation with the police department to talk about enforcing the rights of citizens rather than enforcing laws. This is a rather esoteric concept, but as explained to me very slowly and very patiently, police are reminded that laws are made to serve society and not the reverse. Thus, they should be sensitive to the individuals with whom they deal, as well as upholding the letter of the law. It has worked well.

The programs I have mentioned are just a sampling of crime-related community activities. I think this bill would increase and strengthen these programs around the country. This would be beneficial to the whole problem of crime today.

I thank you for letting me testify before you.

Mr. Conyers. Thank you very much for those comments.

We have, also, a number of clippings you provided us with from a wide range of magazines and newspapers, and where appropriate, we will include them in this hearing, accompanying your testimony.

[The documents referred to are in app. 4 at p. -.]

Mr. Conyers. I notice that among the papers provided us is one entitled "The good neighborhood program of Alameda, protect your home, neighborhood and family," in which they go about explaining how a good neighborhood program works and what must be done to start one in your block.

Has there been any success in that program and are you familiar

with it?
Mr. Stark. That, Mr. Chairman, is the program I referred to in my prepared testimony, that Mr. Thomas has instituted, and it has

had, as it lists in the program, a tremendous success in Oakland, Berkeley, in reducing the number of burglaries and break-ins.

Mr. Thomas has spent some \$15,000 and much time traveling throughout the west coast helping other communities start these types of programs.

Mr. Conyers. Who is Mr. Thomas, for the benefit of the committee?

Mr. Stark. Mr. Thomas is a citizen of the city of Oakland, who dreamed up this program, and as his personal effort to help the crime problem got it started, and has been just doing this on a volunteer basis.

Mr. Conyers. He is a citizen and a businessman, with no connec-

tion with the Government?

Mr. Stark. No connection, that is correct. And it is a volunteer program. The costs are minimal. The initial cost of training people and printing something simple and of getting one person in the community to coordinate them is about the total expense involved.

# 70. Coordination of Citizen Programs With Local Police

Mr. Conyers. Is that coordinated with the local police?

Mr. Stark. Indeed it is. They are the ones who helped to suggest to the citizens that, for instance, they call the police. The citizens are encouraged not to intervene. And these two programs that I refer to in my prepared testimony were in neighborhoods that were largely single family residential, older neighborhoods, but the same kind of situation has been applied to large apartment developments where the police would be instrumental in training or advising the citizens what to watch out for, the kinds of things that ought to be reported, and so forth.

# 71. Effect of Citizen Involvement on the Crime Rate

Mr. Conyers. Based on your testimony, I take it you have no trouble with arriving at the conclusion that citizen involvement does effectively reduce the incidents of crime where they are coordinated with their local police?

### 72. Cooperation With Police

Mr. Stark. In every instance we found in our community, that is the case, and I found no instance where any of the police departments had anything but good to say about these types of programs.

Mr. Conyers. I would like to yield to the gentleman from New

York, Mr. Fish, for any questions he may have.

Mr. Fish. Thank you, Mr. Chairman.

Thank you, Mr. Stark, for bringing this illustration of a successful program, in this case, the good neighborhood program, to our attention. It bears a similarity to the so-called block security program, which just this year has been initiated in New York City. There, the city of New York is financing block associations which they go beyond the idea of a residential neighborhood, to include merchant groups as well.

# 73. DIRECT FUNDING

As you know, I am sure, our bill, H.R. 9175, has two titles: "Grants to Cities and Public Agencies," and "Grants to Nonprofit Private Agencies." I wonder if you agree with me that if there were Federal aid, Mr. Thomas' effort, the good neighborhood program, with its direct coordination with the local police force, would receive the type of grant that would go to the city and then to the program rather than directly to the program causing it to become a structured, nonprofit entity.

Mr. Stark. Mr. Fish, I think that certainly that could be very effective, but I see no reason, for instance, that an urban coalition in a city, as a nonprofit group, couldn't be the instigator—or the chamber of commerce, or a rotary club, for example, who wanted to take

this on as a project to get it started in the community.

I think it takes cooperation between the community and the police, but I don't know as I could think of any reason why, whether it was a municipality or indeed a nonprofit group that were interested in starting it. I don't know as if it makes a great deal of difference.

# 74. Improved View of the Police Through Community Cooperation

Mr. Fish. One of the points you mentioned was the close relationship of the police with the neighborhood—not just a matter of getting to know the neighbors better and caring a little more, but a new view of the policeman on the beat also, so that he feels part of this whole effort.

Mr. Stark. No, I think that is very important and if I suspect the police departments would be more interested in something where there were some funds than something that was just a do-gooder group, sort of forcing their attention on them. In that case, it might be more successful.

# 75. Equipment for Community Groups

Mr. Fish. I assume that funds are needed, because although such groups seem to be unanimously opposed to weapons, as is true of Mr. Thomas' group, there are other expensive items involved, such as com-

munications equipment.

Mr. Stark. I suspect, if I understand the New York situation, that they are in a more populated area than the ones I have described, they are covering merchants. There may be questions of shoplifting, and they are probably doing far more intensive kind of quasi-police job, than the programs Mr. Thomas is involved in. So I think there may be another level of sophistication than the good neighborhood program that I have outlined.

The funds it seems to me, are needed in the initial communications. I think once they are going, they have to be self-sustaining because the units of a neighborhood are small. Unless the neighborhood picks it up and keeps it going, I don't think all of the money in the world would

keep a high level team interested. It has to get going and the community has to keep it alive on its own energy.

Mr. Fish. Thank you.

Mr. Conyers. The Chair recognizes the gentleman from New York, Mr. Rangel.

## 76. Effects of Funding on Community Groups

Mr. RANGEL. Thank you, Mr. Chairman, and thank you, Mr. Stark,

for sharing your experiences with us.

Your testimony, written and oral, indicates that programs that you are familiar with have been highly successful with little or no money. I was just wondering what your opinion would be if the Federal Government got involved and offered assistance, financial assistance to these groups, that are primarily concerned with protecting themselves through fraternities, whether or not this could possibly lead to the creation of financing elections of executive directors, chairpersons, and a competitive spirit for funding rather than the feeling that presently exists, as Mr. Thomas has spread the word from neighbor to neighbor?

Mr. Stark. I would envision 9175 accelerating the kind of activity that Mr. Thomas himself has undertaken. That is, of providing some incentive to the communities in the form of explaining the benefits. It seems wherever Mr. Thomas has gone, people have picked up the idea and proceeded on a volunteer basis with cooperation between the community and the police department, in putting a good neighborhood-

type organization into effect.

And that is where I see direct application here of 9175 funds.

### 77. Use of Funds

Mr. Rangel. You would only think that Federal funds would be necessary to pay for the travel expenses of the person that is explain-

ing the program from block to block-

Mr. Stark. Or, to the police department in a larger city. Obviously, a city the size of Oakland, with as many neighborhoods as we have could have somebody doing this full time. But I don't really see the organizations themselves needing any funds to operate. I think it would be a question of printing a simple brochure and perhaps developing some publicity. But in a smaller town, I don't know as it would take a full-time person.

# 78. Rural Community Anticrime Programs

There is an example here in my testimony of a small city of about 300 people doing the same kind of a thing. They had a different problem, about summer homes, and it was a resort community that in the winter became a very attractive place for vandals and groups traveling together to take part in the community. They organized a similar thing, and strangely enough, they organized with more sophisticated communications equipment, not because of the impact of a lot of people, but because of the rural nature of the community. Once that was organized, they certainly didn't have any need for ongoing funds.

Mr. Rangel. As relates to Mr. Thomas' group, you wouldn't see the need for them to hire consultants and accountants and bookkeepers and treasurers?

Mr. Stark. No; I wouldn't. Mr. Rangel. Thank you.

Mr. Conyers. The Chair recognizes the gentleman from Maine, Mr. Cohen.

79. FEASIBILITY OF FEDERAL PROGRAM

Mr. Cohen. Thank you, Mr. Chairman.

I would just like to pick up on a point raised by Mr. Rangel, that is, since the program you described is working so well, we seem to fall into a philosophy we can make it a lot better with a new Federal program. I am not sure it necessarily follows and I have the same apprehensions that Mr. Rangel at least raised, as far as whether or not we are going to create another bureaucratic problem that we apparently run into with LEAA.

I would commend you on your statement about the good neighbor policy, and can testify for myself that it works, even in my community I live in right now. While on vacation at the August recess, I had a situation where one of my staff members stayed at my home, primarily to take care of my son's cat, and with the specific instructions

not to let that cat out of the house.

Well, someone came taking the census and knocked on the door, he opened the door and the cat left, and when he went after the cat the door closed behind him. He had to break in the window and get in the house. A neighbor called the police on him and he had to explain exactly who he was and why he was in my home.

So it does work, it didn't require any Federal funding, it was purely

voluntarily by the good neighbor policy.

While I can endorse the concept of community involvement as a necessary ingredient to effective police work, I am not necessarily sure it follows we should create an entirely new Federal program without

considering the expansion of other ones to take care of them.

Mr. Stark. I think I take issue, Mr. Cohen, in that the program I have described that is operating in my district does not need, any amplification; however. If these programs are to multiply and proliferate, there will be an added burden placed on the police department, which is constantly shorthanded. It would seem to me, if you are going to coordinate police activities with an ever increasing group of citizen committees, that the police department is going to bear some extra burden.

I can also see that Federal funds could be used to encourage the creation of more of these groups, not necessarily expand the activities of the ones that exist, because for all of its success, they don't even begin to cover 1 percent of the population or even one-tenth of 1 per-

cent of the population.

In the other programs I mentioned, the parent groups who are trying to teach their children not to vandalize the rapid transit system, the Black Panthers and Block Parents—there is a willingness and interest to cooperate which I think is more intense in the poorer and minority areas of my district. There the crime rates are higher, and, of

course, the effects of crime are felt far more drastically. I find there a much more intense interest to get these types of programs going, and again the police department just has so many men they can send in an evening to address a parent group, or to work with the kids, and I think that is where the funds would be most useful.

# 80. INCLUSION OF PROGRAM IN LEAA

Mr. Cohen. I agree with what you are saying, but the point I was trying to make, as we encourage more citizen participation, it seems to me we could also expand our concept of a program we already have in effect, such as LEAA, and give it greater stress in its citizen involved aspects rather than just the purchase of equipment. That is

one of the most recurrent criticisms of the LEAA program.

I have questions even in this bill, for example, which would allocate funds for cleaning up the streets, providing recreational areas, street lighting. Certainly we have several other programs directed toward street lighting. LEAA, I am sure, has provisions for funds for that particular aspect of the program. Until HUD's moneys were frozen, I am sure there was money available for the provision of recreational areas, which are necessary and desirable for the prevention of crime. At least altering the environment which aids the participation in crime.

All I am saying is perhaps if we could consolidate some of the other programs without getting into entirely new ones with overlapping funding and functions, which would be provided for, we could accom-

plish the same goal.

Mr. Stark. I think we are in agreement, that the goal is worth accomplishing. As to what would be the most efficient way, I am sure you gentlemen in your wisdom will choose the best and most efficient way to get the job done. I have complete confidence in that.

Mr. Conyers. The Chair recognizes the gentleman from Maryland,

Mr. Sarbanes.

Mr. Sarbanes. Mr. Chairman, I see the bells have rung and we have

to vote, so I will be very brief.

I do want to thank Congressman Stark for an extremely helpful statement. I think it is particularly useful to have this thorough description of a specific program, which has in fact worked and worked well.

One thing I noticed, an item that needs to be underscored, that Mr. Thomas put in a great deal, I gather, of his own money and his own times and energy in order to make this thing work, as commendable as that is. And I do commend him, not everyone is in a position to do that. I think that is one of the things we are trying to get at, is to provide some incentives to encourage and develop similar programs all across the country.

But it is a very helpful statement. Mr. Stark. Thank you very much.

Mr. Conyers. The Chair recognizes associate counsel, Mr. Cook.

# 81. USE OF WEAPONS

Mr. Cook. Thank you, Mr. Chairman.

Mr. Stark, just to clarify any possible misunderstanding are any of the programs you described regulated with respect to the use of weapons or arms?

Mr. Stark. Nobody is authorized to use weapons by the leaders in

the program.

Mr. Cook. Is this pursuant to an agreement with the police

department?

Mr. Stark. I don't think it has ever come up. There has never been an enforcement question here. The program is one of simply being aware of what is going on and knowing who to notify in the event suspicious circumstances appear. And I don't think they have ever gone beyond that.

As matter of fact, I think the people are even encouraged not to

try to apprehend anybody.

# 82. Attempts To Acquire Federal Funding by Community Groups

Mr. Cook. With respect to the \$14,000 Mr. Thomas has spent, has any request ever been made that you know of to get Federal funds for this program, or any of the programs you described, for example,

through LEAA?

Mr. Stark. Yes. I believe so. I refer to a group in the city of Oakland, largely Chicano neighborhood, where some 60 citizens have been trying to educate the citizens and the children about the economic effects of vandalizing our rapid transit system, which is new. And they have requested Federal funds. I believe. They have been looking for some funds to assist them in getting printed material and becoming more systematic about educating the people who live in close proximity to the rapid transit stations concerning the effects of vandalizing.

Mr. Cook. Were State or local funds ever requested for any of the

programs you described?

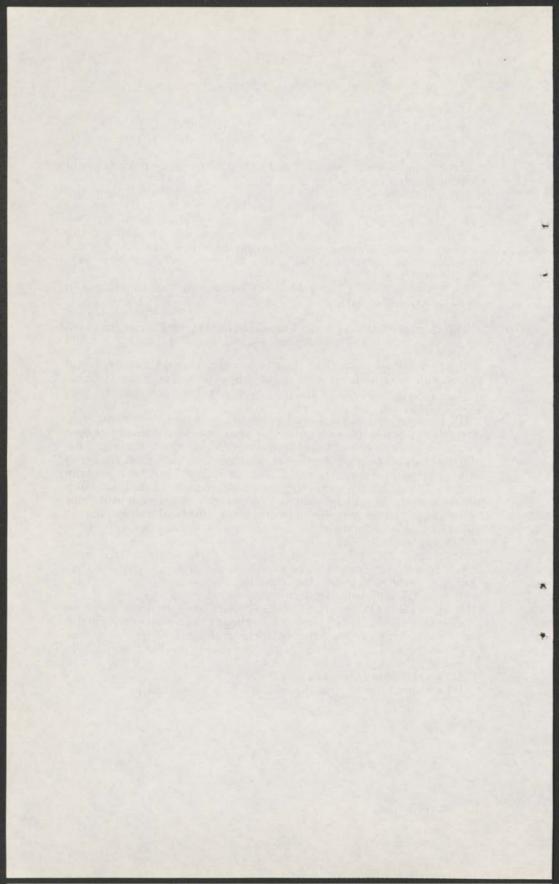
Mr. Stark. The only funds I know they have requested and were unable to get were through the rapid transit system. Whether they have gone to the local police, I don't know.

Mr. Cook. Thank you, Mr. Chairman.

Mr. Conyers. On behalf of the subcommittee, we want to again express our appreciation for your testimony and your very candid comments about a program that is working along the lines that would be promoted and encouraged by the legislation we have under consideration. Thank you again.

The hearings are adjourned.

[Whereupon, at 3:25 p.m., the subcommittee adjourned.]



# COMMUNITY ANTICRIME ASSISTANCE ACT OF 1973

# WEDNESDAY, OCTOBER 10, 1973

House of Representatives,
Subcommittee on Crime
of the Committee on the Judiciary,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:35 a.m., in room 2141, Rayburn House Office Building, Hon. John Conyers, Jr. [chairman of the subcommittee] presiding.

Present: Representatives Conyers, Rangel, Fish, Cohen, and

Froehlich.

Also present: Maurice A. Barboza, counsel, and Alexander B. Cook, associate counsel.

Mr. Conyers. The subcommittee will come to order.

Today the Subcommittee on Crime opens its third day of hearings on the Community Anticrime Assistance Act of 1973. This legislation was introduced by myself; Mr. Fish of New York; the chairman of the Judiciary Committee, Mr. Rodino; and on October 1, we reintroduced the bill with 11 additional cosponsors, as H.R. 10602. The newest additional cosponsors are Congressmen Railsback, Bingham, Stark, Badillo, Clay, Hawkins, Brown of California, Moakley, Riegle, Blackburn, and Harrington.

[A copy of H.R. 10602 follows:]

93D CONGRESS 18T SESSION

# H. R. 10602

## IN THE HOUSE OF REPRESENTATIVES

**OCTOBER 1, 1973** 

Mr. Conyers (for himself, Mr. Fish, Mr. Railsback, Mr. Bingham, Mr. Stark, Mr. Badillo, Mr. Clay, Mr. Hawkins, Mr. Brown of California, Mr. Moakley, Mr. Riegle, Mr. Blackburn, and Mr. Harrington) introduced the following bill; which was referred to the Committeee on the Judiciary

# A BILL

- To provide Federal assistance to cities, combinations of cities, public agencies, and nonprofit private organizations for the purpose of improving police-community relations, encouraging citizen involvement in crime prevention programs, volunteer service programs, and in other cooperative efforts in the criminal justice system.
- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 That this Act may be cited as the "Community Anticrime
- 4 Assistance Act of 1973".
- 5 FINDINGS AND PURPOSE
- 6 SEC. 2. (a) Congress hereby finds and declares that
- 7 the high incidence of crime in our Nation has reduced the
- 8 spirit and community pride of our citizens; that crime breeds

1	in the streets and corruption in government when citizens are
2	apathetic toward their community and institutions; that one
3	of the most effective methods of reducing crime is to involve
4	citizens and the private sector in cooperative anticrime pro-
5	grams with local governments; that crime prevention pro-
6	grams instituted by citizens over the past several years have
7	had a measurable effect on reducing crime and improving
8	citizen cooperation with local law enforcement agencies; and
9	that there is no coordinated Federal program to assist citizens
10	in cooperative anticrime programs with local governments
11	(b) Congress further finds that crime is a national prob
12	lem that must be dealt with by linking the total resource
13	of the Federal, State, and local governments with the effort
14	of citizens and the private sector at the neighborhood level
15	(c) It is therefore the declared policy of Congress to
16	provide anticrime assistance grants to cities, combinations of
17	cities, public agencies and nonprofit private agencies for the
18	purpose of involving citizens and the private sector in co
19	operative anticrime programs with local governments.
20	TITLE I—GRANTS TO CITIES AND PUBLIC
21	AGENCIES
22	STATEMENT OF PURPOSE
23	SEC. 101. The purpose of this title is to assist cities, com
24	binations of cities, and public agencies to establish community
25	relations programs and volunteer service programs in th
26	criminal justice system

1	GRANTS
2	SEC. 102. (a) The Director of the Community Relations
3	Service in the Department of Justice (hereinafter in this
4	Act referred to as the "Director") is authorized to make
5	grants to, or cooperative arrangements with, cities and com-
6	binations of cities with a population of not less than one
7	hundred thousand and public agencies thereof, including
8	regional planning organizations, to meet all or part of the
9	cost of establishing or operating, including the cost of plan-
10	ning, programs designed to carry out the purposes of this title.
11	(b) Grants and cooperative arrangements made under
12	this title may be made to carry out programs including—
13	(1) programs to encourage the participation of in-
14	dustry, businesses, labor unions, and other private enter-
15	prises in crime prevention efforts of the city and the
16	neighborhood in which they are located;
17	(2) the recruiting and training of police-commu-
18	nity relations officers, which includes the development of
19	programs of police training and education to sensitize
20	police to the needs of the community;
21	(3) the recruiting and training of community serv-
22	ice officers to serve with and assist police departments
23	in the discharge of their duties through such activities
24	as recruiting police officers, improvement of police com-
25	munity relations, and grievance resolution mechanisms;

1	(4) the recruiting, organization, and training of citi-
2	zen preventive patrols for the purpose of patrolling apart-
3	ment buildings, neighborhoods, and schools;
4	(5) the recruiting and training of police aides (paid
5	or volunteer) including minority aides and youth aides;
6	(6) the recruiting of minority police officers;
7	(7) programs to encourage the reporting of crime
8	and the marking and identification of personal property;
9	(8) the establishment of community structures to
0	coordinate all citizen programs; and
1	(9) to improve police procedures in effecting arrests
2	and to improve arrest procedures, including programs to
13	issue summons in lieu of arrest to reduce unnecessary
14	arrests for nonviolent crimes.
15	CONDITIONS OF GRANTS
16	SEC. 103. (a) The Director shall require, whenever
17	feasible, as a condition of approval of a grant under this title,
18	that the applicant contribute money, facilities, or services, to
19	carry out the purpose for which the grant is requested. The
20	contribution required under this subsection shall not exceed
21	25 per centum of the cost of each program assisted under this
22	title.
23	(b) Grants and cooperative arrangements under this title
24	may be made only upon an application to the Director, which
25	contains—

- 1 (1) satisfactory assurances that such applicant will 2 place special emphasis upon programs, which involve 3 disadvantaged persons and minority groups in the crim-4 inal justice system; (2) satisfactory assurances that such applicant will 5 6 make special efforts to assure that programs established 7 under this title are directed to the areas of the city with 8 the highest incidence of crime; 9 (3) satisfactory assurances that such applicant has consulted on its application with local public agencies 10 and nonprofit private agencies located in the geographic 11 area of the city to be served and has adopted procedures 12 to coordinate its program with related efforts being made 13 by such other agencies; 14 (4) satisfactory assurances that maximum use will 15 be made under the program of other Federal, State, or 16 local resources available for the provision of services re-17 quested under this Act; 18 (5) satisfactory assurances that in developing pro-19 grams, the applicant will give public agencies and non-20 profit private agencies providing services within the geo-21 graphic area to be served opportunity to present their 22
  - (6) satisfactory assurances that such applicant will institute procedures for evaluating the operation of each

views to such applicant with respect to such programs;

23

24

1	program operated by it under this title, including the
2	maintenance of records on the disbursement of grants
3	and will report in full to the Director annually during the
4	period such program is assisted under this title on the
5	functions and services performed by such program, the
6	disbursement of grant funds, and any innovations made
7	to meet the needs of the geographic area where such
8	program is in operation;
9	(7) a description of all community relations pro-
10	grams and citizen volunteer programs in the crimina
11	justice system established by the applicant city, or com-
12	bination of cities including public agencies thereof, or
13	applicant public agency which shall be current to the
14	date of each subsequent application for grants; and
15	(8) a statement of the method or methods of link-
16	ing the resources of public agencies and nonprofit pri-
17	vate agencies providing services relating to the purpose
18	of the grant application.
19	TITLE II—GRANTS TO NONPROFIT PRIVATE
20	AGENCIES
21	STATEMENT OF PURPOSE
22	SEC. 201. The purpose of this title is to assist nonprofit
23	private agencies in efforts to establish crime prevention pro-
24	grams and volunteer service programs in the criminal justice
25	system,

1	GRANTS
2	SEC. 202. (a) The Director is authorized to make grants
3	to, or cooperative arrangements with, nonprofit private agen-
4	cies to meet all or part of the cost of establishing or operat-
5	ing, including the cost of planning, programs designed to
6	carry out the purposes of this title.
7	(b) Grants and contracts under this title may be made
8	to carry out programs including—
9	(1) programs to encourage the reporting of crime
10	and the marking and identification of personal property;
11	(2) programs to enhance the delivery of social serv-
12	ices into neighborhoods such as the removal of waste,
13	street cleaning, building inspection, recreational facilities,
14	and improved street lighting;
15	(3) programs to provide volunteer escorts for elder-
16	ly citizens and other persons requiring assistance to and
17	from their residences in high crime areas;
18	(4) programs to provide counseling to ex-offenders,
19	narcotics addicts, and persons on probation;
20	(5) programs to improve communications between
21	the community and police departments;
22	(6) programs to provide alternatives to incarcera-
23	tion (including release to the custody of community pro-
24	grams) for persons convicted of minor or victimless
25	crimes; and

1	(7) programs of citizen crime commissions estab-
2	lished for the purpose of combating the influences of
3	organized crime.
4	CONDITIONS OF GRANTS
5	SEC. 203. (a) To qualify for grants under this title
6	a nonprofit private agency shall have been in continuous
7	operation for a period of at least one year before the date
8	of application and shall demonstrate that it can satisfactorily
9	administer the program for which a grant is requested.
10	(b) Grants and contracts under this title may be made
11	only upon application to the Director, which contains satis-
12	factory assurances that—
13	(1) the applicant will maintain adequate records
14	on the disbursement of grants under the Act which will
15	be made available upon request to the Director; and
16	(2) the applicant will make available to the entire
17	community that it normally serves and where it is geo-
18	graphically located, on a nondiscriminatory basis, the
19	benefits of any program instituted by it under this title.
20	TITLE III—ADMINISTRATION
21	APPLICATIONS FOR GRANTS
22	SEC. 301. (a) In addition to the requirements for ap-
23	plications set forth in sections 103 (b) and 203 (b), the
24	Director shall require each application for a grant under
25	this Act to include—
26	(1) a description of the purpose of the program;

1	(2) a description of the anticipated use of funds
2	under the grant;
3	(3) a description of the geographic area of the
4	community in which the program will be carried out
5	and the incidence of crime in such area;
6	(4) a description of the extent that the program
7	anticipates assistance, financial or otherwise, from de
8	partments or agencies of the Federal, State, or loca
9	governments; and
10	(5) a description of the anticipated number of
1	citizens who will participate in the program or be bene-
12	fited by its operation.
3	(b) The Director shall provide assistance in filing an
4	application under this Act to any applicant requesting such
5	assistance.
6	TECHNICAL ASSISTANCE
7	Sec. 302. The Director shall provide technical assistance
8	to cities, combinations of cities, public agencies, and non-
9	profit private agencies either directly or through contracts
20	with other Federal departments or agencies to enable such
1	recipients to fully participate in all programs available under
2	this Act.
3	COOPERATION BETWEEN AGENCIES
4	SEC. 303. The Director in the administration of this
5	Act shall consult and cooperate with the Secretary of Health,

Education, and Welfare, the Secretary of Housing and Urban 1 Development, the Director of ACTION, and any other de-2 partment or agency of the United States which performs func-3 tions related to the purposes of this Act. 4 HEARINGS 5 SEC. 304. The Director shall, on the application of any 6 person claiming to be aggrieved by the denial of assistance 7 under this Act, give such person a public hearing to deter-8 mine if such person was so aggrieved. If the Director deter-9 mines if such person was so aggrieved, he shall grant, in 10 whole or in part, the assistance with respect to which such 11 hearing was held. 12 RESTRICTIONS ON USE OF FUNDS 13 SEC. 305. Not more than one-third of any grant made 14 under this Act shall be used for the lease or rental of any 15 building or space therein. No part of any grant may be used 16 to purchase buildings or land or for research, except to the 17 extent such research is incidental to the carrying out of pro-18 grams under this Act. 19 DEFINITIONS 20 Sec. 306. For purposes of this Act-21 (1) The term "city" means any city in any State, or in 22 the Commonwealth of Puerto Rico, the Virgin Islands, 23 Guam, or American Samoa, and includes the District of 24

Columbia.

- 1 (2) The term "combination of cities" means two or 2 more cities, towns, or other units of general local government
- 3 and includes county, parish, or any other equivalent govern-
- 4 mental subdivisions of a State or territory of the United
- 5 States with a population of not less than one hundred
- 6 thousand.
- 7 (3) The term "public agency" means any department,
- 8 agency, or instrumentality of any city or combination of cities
- 9 with a population of not less than one hundred thousand.
- 10 This would include regional planning organizations estab-
- 11 lished for the purpose of developing comprehensive planning
- 12 and coordinating efforts to meet common problems.
- 13 (4) The term "criminal justice system" means the po-
- 14 lice, criminal courts, prosecutors, and correctional depart-
- 15 ments of the Federal, State, and local governments.
- 16 (5) The term "community relations program" means
- 17 any activity established by a city, combination of cities, or
- 18 public agency thereof that incorporates the participation of
- 19 citizens for the purpose of improving the delivery of services
- 20 relating to the criminal justice system of such city, combina-
- 21 tion, or public agency to the community.
- 22 (6) The term "crime prevention program" means any
- 23 activity using the services of citizens established and regulated
- 24 by a nonprofit private agency for the purpose of performing

- 1 cooperative functions relating to any component of the crim-
- 2 inal justice system.
- 3 (7) The term "volunteer service program" means any
- 4 activity using the volunteer services of citizens established by
- a city, combination of cities, public agency thereof, or non-
- 6 profit private agency and regulated by a component of the
- 7 criminal justice system for the purpose of providing assistance
- 8 to such component.

# 9 DURATION OF PROGRAMS

- 10 Sec. 307. The Director shall carry out the programs
- 11 provided for in this Act during the fiscal years ending June
- 12 30, 1974, and June 30, 1975.

# 13 AUTHORIZATIONS

- 14 SEC. 308. There is authorized to be appropriated for
- 15 grants and cooperative arrangements under title I of this Act
- 16 \$25,000,000 for each of the fiscal years ending June 30,
- 17 1974, and June 30, 1975. There is authorized to be appro-
- 18 priated for grants and cooperative arrangements under title
- 19 II of this Act \$25,000,000 for each of the fiscal years ending
- 20 June 30, 1974, and June 30, 1975.

Mr. Conyers. The purpose of the Community Anticrime Assistance Act is to reduce crime and improve community relations with the criminal justice system by constructively involving citizens in crime prevention, court and correctional programs.

Citizen involvement in the criminal justice system is not a new idea and in recent years it received extensive commentary from the administration, the criminal justice system, Federal agencies, and

national crime commissions.

Recently, the National Advisory Commission on Criminal Justice Standards and Goals recommended widespread citizen involvement in the criminal justice system as one of its four main priorities for

reducing crime.

The commission's report states "Citizens should actively participate in activities to control crime in their community and criminal justice agencies should actively encourage citizen participation." This recommendation parallels others made by the President's Commission on Law Enforcement and the Administration of Justice and the National

Advisory Commission on Civil Disorders.

During the early days of his administration, President Nixon, in a statement about the national program for voluntary action, said "A major goal of this administration is to recognize and enlist the energies and resources of the people themselves." He outlined a detailed plan for involving individual citizens in all kinds of volunteer programs, to contribute to what he called solving the pressing prob-

lems of their neighborhoods.

Similarly, in 1969, the then Attorney General of the United States, speaking before a conference of the National Council on Crime and Delinquency, outlined a detailed plan supporting citizen involvement in crime prevention. It included the establishment of a private united anticrime fund to provide assistance to the private sector. It called for town hall meetings on the crime problem, a cabinet-level council on law enforcement, and a national information center to act as a clearinghouse for community organizations.

It is the purpose of this hearing to determine the present position of the administration on the important issue of citizen involvement as it relates to the criminal justice system, and to the purposes of the

Community Anticrime Assistance Act.

We are delighted to welcome as our first witness, the Deputy Attorney General of the United States, Mr. William D. Ruckelshaus.

Mr. Ruckelshaus was confirmed by the Senate as the Deputy Attorney General on September 13 of this year. He served for approximately 6 months as the Acting Director of the FBI this year. From 1970 through 1973, he was the Director of the Environmental Protection Agency. He is a former Assistant U.S. Attorney General. He has been the deputy attorney general in the State of Indiana. He has distinguished himself in Government service.

This committee is indeed honored to have you here today. Your statement will be included in the record and you may proceed in your

own way.

# TESTIMONY OF HON. WILLIAM D. RUCKELSHAUS, DEPUTY U.S. ATTORNEY GENERAL

Mr. Ruckelshaus. Thank you, Mr. Chairman, members of the committee.

I would like to read the statement, so as to set the framework for

any questions that might follow.

Mr. Chairman, I wish to thank you and the members of the sub-committee for the opportunity to testify today on H.R. 9175, the Community Anticrime Assistance Act of 1973, a proposal directed to the very important objective of involving citizens and the private sector in cooperative anticrime programs with local governments.

Essentially, H.R. 9175 would authorize the Director of the Community Relations Service of the Department of Justice to make categorical grants to cities, combinations of cities, public agencies, and nonprofit private organizations for purposes of improving police-community relations and encouraging citizen involvement in crime prevention and volunteer service programs. The bill would authorize to be appropriated for these purposes \$50 million for 2 fiscal years ending June 30, 1974, and June 30, 1975.

We are fortunate, Mr. Chairman, that in our mutual consideration of community involvement in crime prevention, we do not have to begin at the beginning. All of us who are interested in this area of law enforcement are beneficiaries of the recently completed work and the product of the National Advisory Commission on Criminal Justice

Standards and Goals (Standards and Goals Commission).

On October 20, 1971, the Standards and Goals Commission was asked by the Attorney General to formulate, for the first time, national standards and goals for crime reduction and prevention at the State and local level. The Law Enforcement Assistance Administration, under authority in the Omnibus Crime Control and Safe Streets Act of 1968, provided \$1.75 million in discretionary grants for the project. Membership in the Commission was composed of representatives from every level of State and local government, from private industry, and from citizen groups. Although earlier projects such as the President's Commission on Crime in the District of Columbia and the President's 1967 Commission on Law Enforcement and Administration of Justice paved the way for some of the Standards and Goals Commission work, the 1971 Commission, through its community crime prevention task force, was the first to focus on the community as an indispensable partner in the national crime reduction effort. This effort of the task force resulted in a report on community crime prevention containing comprehensive standards and recommendations, and constitutes one of the best anticrime documents in our Nation's history. Many of the Commission's recommendations support the provisions of H.R. 9175. The Standards and Goals Commission found that much of the citizen alienation in America results from the lack of power citizens feel in relation to the institutions they have erected to run their lives. There is now a consensus, I believe, that

if we are to achieve a substantial reduction in crime, we must first achieve a broad-base citizen awareness and community involvement which includes citizens, families, neighborhoods, schools, churches,

recreational associations, business, labor, and government.

It is not, therefore, the objectives of H.R. 9175 that the Department of Justice opposes but rather its methods of implementation. Specifically, we oppose the categorical grant approach provided for in section 102 and section 202 of the bill. This approach is contrary to our conviction that Federal assistance programs must increase local capacity to act without decreasing local freedom of action. In enacting the Safe Streets Act of 1968, Congress illustrated keen insight in fashioning the block grant approach to assist States and localities in law enforcement. Congress demonstrated renewed support for the LEAA block grant program when it recently enacted the Crime Control Act of 1973. The block grant concept recognizes that needs differ from State to State and city to city. It also allows the State and local governments the necessary diversity and flexibility to set up their crime reduction programs and to use their funds in accordance with those differing needs. Experience has shown that block grant funding is a healthy departure from Federal categorical grant programs which in the past have put a stranglehold on State and local initiative. The block grant concept is consistent with our belief that the Federal Government should be a partner in the Federal-State-local system of cooperation, and not a dictator of policy. Consistent with this view, the Standards and Goals Commission also supports the block grant approach to Federal anticrime assistance.

The Department has noted that with the exception of a part of section 202(b)(2) programs, all of the grant programs authorized under sections 102(b) and 202(b) of H.R. 9175, to be administered by the Community Relations Service, are either presently being funded or are authorized to be funded by LEAA. With respect to section 202(b)(2), programs for the removal of waste, street cleaning, and building inspection, though connected with public safety in its broadest definition, we respectfully submit that these programs are beyond "the criminal justice system" as defined in section 306(4) of H.R. 9175, and are programs more appropriately within the primary function of other agencies. Section 301(b)(7) of the Crime Control Act of 1973 defines the purpose for which LEAA grants funds may be utilized,

and reads as follows:

Sec. 301(b) The Administration is authorized to make grants to States having

comprehensive State plans approved by it under this part for:

(7) the recruiting, organization, training, and education of community service officers to serve with an assist local and state law enforcement agencies in the discharge of their duties through such activities as recruiting; improvement of police-community relations and grievance resolution mechanisms; community patrol activities; encouragement of neighborhood participation in crime prevention and public safety efforts; and other activities designed to improve police capabilities, public safety and the objectives of this section, provides; that in no case shall a grant be made under this subcategory without the approval of the local law enforcement agency.

The National Institute of Law Enforcement and Criminal Justice of LEAA has authority under section 402(b)(6) of the 1973 Act which provides:

Sec. 402(b) The National Institute is authorized:

(6) to assist in conducting, at the request of a state or a unit of general local government or a combination thereof, local or regional training programs for the training of State and local law enforcement and criminal justice personnel, including but not limited to those engaged in the investigation of crime and apprehension of criminals, community relations, the prosecution or defense of those charged with crime, corrections, rehabilitation, probation and parole of offenders.\*\*

In fiscal years 1972 and 1973, LEAA has awarded more than \$14 million in discretionary funds for programs which would be eligible for funding under H.R. 9175. Some examples are:

\$100,000 to the Cleveland Impact Security Escort Service for the Elderly. The project provides senior escort personnel working with 22 young junior members for escort and patrol for elderly citizens in public housing in the high crime areas.

\$107,200 to the City of Newark, New Jersey, for the installation of 750 high

intensity street lamps in high crime areas.

\$180,000 to the California Youth Authority for the development of a statewide network of volunteer-based, community controlled youth service agencies.

\$75,000 to the National Association of Citizen Crime Commissions which will provide technical assistance to interested communities in the development and

implementation of citizen crime commissions.

\$79,000 to the Lexington Police Department for a program which includes: (1) "Teens on Patrol and Work Study Program," which is designed to provide jobs and other activities for high school and college students needing financial assistance; (2) "Neighborhood Assistance Community Officer," which provides for assistance to citizens with special police-related needs; (3) "Work Opportunities Now Program," which is designed to use police and community resources to provide work for those who have been expelled or who have dropped out of school: (1) "Community Youth Auxiliary," which provides neighborhood ring leaders with constructive group projects; and (5) "Training Program for Police Personnel and Youth Participants," which deals with police and community relations.

\$60,000 to the City of Jackson, Mississippi, for the development of Police Community Service Centers. Staff personnel selected for this project include part-time college students, full-time community service officers and persons selected

from the communities where the centers are located.

\$122,821 to Cleveland, Ohio, for the expansion and upgrading of Cleveland Police Outreach Centers. These centers service "walk-in" requests of neighborhood citizens seeking police services as well as information and guidance on matters related to government and social agencies. Each center is staffed with a full-time patrolman who will develop rapport with the citizen, provide lay-legal advice, and provide police services outside the police station.

Additional millions of dollars have been expended by States for scores of similar programs with block grant funds awarded by LEAA. The subcommittee has been previously supplied with computer printouts listing block grant funded programs which are either wholly or partly envisioned by H.R. 9175. Since 1969, LEAA guidelines for State law enforcement improvement plans has designated "Improvement of Community Relations," as one of the 10 mandatory categories which a State plan had to address as a condition of LEAA plan approval. In fiscal 1971, approximately \$12 million of State block grant funds were allocated for police-community activity, and in 1972, over \$14.8 million. LEAA estimates that a total of \$23 million will be expended for police-community related programs in fiscal 1973.

I would conclude by assuring the subcommittee that the Department of Justice fully supports the objectives of H.R. 9175, and, with the sponsors of this bill, Justice is sensitive to the urgency of involving the community in the fight against crime. We submit, however, that principles of economy and good management require us to oppose the duplication of LEAA authority inherent in this bill. In order for CRS to carry out the authority provided for in H.R. 9175, CRS would have to duplicate LEAA's grant management systems, evaluation of ap-

plications, grant monitoring and auditing functions which are necessary to any grant-in-aid program and which have been operational in LEAA for several years. Congress recently endorsed the administration's Reorganization Plan No. 2 of 1973, consolidating various fragmented drug agency functions into the new Drug Enforcement Administration.

We must oppose the bill's regressive provisions for categorical grants, which undermine the development of a Federal-State-local

partnership through block grants.

The States and local planners now have the National Advisory Commissions "Report on Community Crime Prevention" which is a blue-print for further community involvement programs. These programs will be encouraged by LEAA through the comprehensive planning and block grants provisions of the Crime Control Act of 1973. In addition, LEAA has been given authority, under section 306(a) (2) of the Crime Control Act of 1973, to award discretionary funds to private nonprofit organizations. Prior to this new authority, LEAA was required to award such funds through an intermediary local unit of government.

Mr. Chairman, that concludes my remarks, and I would now be pleased to answer any questions from you or the other subcommittee

members.

Mr. Conyers. We thank you very much for your testimony. It is probably less enthusiastic in support of this legislation than perhaps the chairman of this committee would have hoped. But I think it is important in that it affords a basis for discussion between this committee and your Department, with respect to fundamental political approaches regarding an operative mechanism for the reduction of crime.

As you have pointed out, there is little disagreement with our objec-

tives; and we should now look into the mechanism.

I have 10 questions that I do not feel, in all fairness, we will have time to thoroughly pursue. So I would like to take the liberty of presenting them to you for later submission for the record. I will ask you a couple of questions before deferring to other members of the subcommittee, who I know will want to inquire into specific areas of the legislation.

I am going to have these questions and comments printed into the record at this time, with the understanding, Mr. Attorney General, that we will continue our discussion in writing so that we might add it

to the record.

Mr. Ruckelshaus, I would be glad to submit any answers for the record that you would desire, Mr. Chairman.

Mr. Conyers. Thank you very much.

[The questions follow:]

SUGGESTED QUESTIONS AND COMMENTS SUBMITTED TO DEPUTY U.S. ATTORNEY GENERAL WILLIAM D. RUCKELSHAUS

### LOCAL FREEDOM OF ACTION

1. In your testimony you state that Federal assistance "must increase local capacity to act without decreasing local freedom of action." How do you view the community Anticrime Assistance Act as inhibiting local freedom of action?

Comment

Under the Community Anticrime Assistance Act, cities that apply for funds would be free to develop community structures to coordinate clitzen programs. Section 102 of title I places the responsibility upon the cities applying for funds to coordinate and manage their programs. The Community Relations Service would only play an advisory role at the local level. A program such as New York City's block security program could be funded through title I with complete local autonomy maintained.

# NEED DIFFERS FROM STATE TO STATE

2. Regarding your statement that "need differs from state to state and city to city," would you not also agree that need varies from neighborhood to neighborhood within our cities? In this respect, how has LEAA undertaken to insure that neighborhoods have a say in how community relations programs are developed? Please take note of section 103(b)(1)-(8) Conditions of Grants, of title I. Do you believe that LEAA has the capacity to insure that each one of these minimum requirements is met? These requirements are essential to any program which hopes to stimulate and maintain true community input and citizen involvement.

### Comment

The Advisory Commission report, Community Crime Prevention states: "Effective programs can be developed only when local law enforcement officials and community residents agree on the form crime prevention programs should take, and on the methods the programs should adopt."

# BLOCK GRANTS AND COMMUNITY RELATIONS

3. Regarding your statement that block grant funding is a healthy departure from Federal categorical grant program, do you oppose all categorical grant programs? Are there any circumstances in which a categorical grant program would not meet the administration's disapproval?

### Comment

The Advisory Commission states in Community Crime Prevention: "The Law Enforcement Assistance Administration (LEAA) awards crime prevention and control funds to states as block grants. The states apply the funds in accordance with their needs and priorities. However, few standards for measuring program effectiveness have been formulated and the problem is particularly acute in the area of community crime prevention."

## FEDERAL-STATE-LOCAL PARTNERSHIP

4. Would you please explain the, so called, Federal-state-local partnership mentioned in your statement, that has developed through the Law Enforcement Assistance Administration (LEAA) block grant partnership?

The Monogan subcommittee report of 1972 criticized the LEAA block grant system for waste, inefficiency and the inability to provide workable standards which would insure that Federal dollars are being properly spent.

# EVALUATION OF COMMUNITY RELATIONS PROGRAMS BY LEAA

5. In the five years since 1969, has LEAA or the National Institute undertaken a comprehensive evaluation of the community relations grants they have made?

#### Comment

In its "Program Plan for Fiscal Year 1973," the National Institute announced, as a priority, that it would evaluate programs that have stressed citizen participation? Has this survey been completed?

### DEFINITION OF COMMUNITY RELATIONS

6. You point out in your testimony that LEAA has provided the subcommittee with computer printouts listing block grants for "Police Community Relations" and "Community Involvement in Crime Prevention," however, many of these programs do not, as would H.R. 9175, involve citizens in the criminal justice system in an active capacity. Would you explain what kinds of programs are encompassed in LEAA's definition of community involvement in crime prevention?

### Comment

In a publication by the Lawyers Committee called Law and Disorder III it is stated:

Programs for improving police-community relations have received less than 3 percent (about \$2 million) of LEAA's discretionary grants, and most of the projects funded employ models proved ineffective years ago. Typical of these is a \$79,950 grant to the Milwaukee, Wis., police department for an all-purpose mobile van that will include both "a portable classroom for teaching minority culture to police officers" and displays to educate the citizens about the police use of "such law enforcement tools as radios and fingerprint equipment." Or a grant of \$74.128 to Winston-Salem, N.C., for a YMCA project in the model cities neighborhood that seeks to "improve the relationship between boys in the area and the police," particularly by providing the boys "a strong male image."

What is your opinion of the above statement?

### DISAPPROVAL OF STATE PLANS BY LEAA

7. In your knowledge, has LEAA ever refused to approve a State comprehensive plan that did not call for expenditures for community relations in an amount equivalent to the problem?

### DUPLICATION?

8. You state in your testimony that the Community Relations Service (CRS) would duplicate LEAA's grant management systems, evaluation of applications, etc., if H.R. 9175 is enacted. Is it not true that LEAA is the only grant making program in the Department of Justice and capable of pooling its resources with CRS?

#### Comment

See Section 303 of H.R. 9175 which encourages cooperation between agencies of the Federal government.

### ACCURACY OF LEAA FIGURES

9. Recently, the director of the National Institute provided counsel with a breakdown of funds distributed by LEAA and the State for community relations programs. His letter indicates that these figures are approximations, I question the accuracy of these figures, particularly those for FY 1972, for State block allocations. You claim that \$14.8 million was spent by the States in this area, as does the National Institute; however, according to a chart prepared for the FY 1972 annual report of LEAA, only \$7,810,000 was spent by the States for community relations. How do you account for this discrepancy? How did the National Institute arrive at its figures?

### DISCRETIONARY FUNDS TO PRIVATE-NONPROFIT ORGANIZATIONS

10. In your statement, you indicate that LEAA have been given authority under section 306(a)(2) of the Crime Control Act of 1973 to award funds to private nonprofit organizations. However, are you aware that these grants are made only to national-scope programs and would not encompass many of the organizations which would be eligible for funds under the Community Anticrime Assistance Act?

# 83. Freedom of Action for Localities Under Federal Programs Categorical vs. Block Grant Funding

Mr. Convers. First, on page 3, in the second paragraph of your statement, it is suggested that the approach embodied in H.R. 9175 is contrary to the notion that Federal assistance programs must increase local capacity to act without decreasing local freedom of action.

I take it from that that you infer that there will be some inhibiting of local freedom of action were H.R. 9175 to be implemented into

legislation.

Mr. Ruckelshaus. Mr. Chairman, I think it is the age-old dispute between categorical versus bloc grants or revenue sharing that I am sure this committee and many of us have been privy to in the past. And the statement indicates that by the very nature of the categorical grant program, and the regulations and restrictions which must be placed on the administration of that program, there is some inhibition against local government freedom of action. And having been the administrator of the Environmental Protection Agency and administered one of the biggest categorical grant programs in the Federal Government, the sewage treatment plant grant program, in addition to some others, I have some direct experience in the frustrations that the Federal administration of these programs inevitably causes.

That is not to say that the LEAA bloc grant program to States and in the States' dissemination of those moneys to local governments doesn't cause some of the same kinds of problems. But I think there are less inhibitions on freedom of action, if we have 50 programs administered, particularly where we have in the Kennedy amendment in the LEAA bill that was passed this year, the authority of the local government to submit a plan that can be funded in whole by the State

than we had in the past.

Mr. Conyers. Well, is the program which you administered in your environmental role still going on?

Mr. RUCKELSHAUS. Yes, it is, Mr. Chairman. Mr. Conyers, And is it still categorical?

Mr. Ruckelshaus. Yes, it is.

Mr. Conyers. Is there any thought about changing it?

Mr. Ruckelshaus. No, there is not, because I think it is a mistake to take a dogmatic view and say that all categorical grant programs are wrong and all programs where the money is sent directly back to the States or local governments is right. I think each program has to be looked at on its merits and the inhibition of a federally administered program on the States, or local governments weighed against the need for control and direction from the Central Government. And in the case of sewage treatment plants, there is decidedly a direction and control and overall coordination.

But my belief is, where we are talking about something as complicated and difficult to define as community-police relations, or citizen action, or crime control, that to whatever extent the Federal Government can encourage new and innovative approaches at the local level,

we should be trying to do so.

Mr. Conyers. I hear you saying then there are some instances in which categorical programs are superior to the other kind.

Mr. RUCKELSHAUS. Yes. That is right. That is my belief.

Mr. Conyers. And then you are aware that in this legislation, of course, there is plenty of opportunity for local autonomy to be maintained through the kinds of programs that would be created. In other words, that there is no likelihood that the local freedom of action would be restricted where you have the community and the city and local nonprofit agencies themselves creating the program.

Mr. Ruckelshaus. Well, there would still have to be a submission to that program to the Federal grant administering agency and in this

case the Community Relations Service. And any time you create such an oversight administrative process, you are bound to have some

inhibition on freedom of action.

What we have here is not only this kind of mechanism for local governments to submit plans to be funded, but also, on top of that, or underneath it, in this case, the LEAA block grant program to the States, where the States would presumably be questioning the same kind of requests from local governments in the discretionary funds LEAA holds.

So that while the question of local inhibition is, it seems to me, inherent in any program that is administered federally, that isn't to say there aren't some kind of inhibitions on any program. I think in general, the principle of block grants provides for more diversity of approach to problems than does a simply organized Federal

program.

Mr. Conyers. Of course, this is a rather small part of our Federal war against crime, isn't it, Mr. Attorney General? That is to say, that when we are talking about \$50 million a year, we are only talking about a fraction of the total amount of funds expended in terms of the Crime Control Act. So that we are not really decreasing local freedom of action any more sharply than the fact that these Federal funds coming through LEAA have a Federal source, that they have to meet Federal criteria, and to the extent that every State and city must comply with the Federal guidelines and indeed the Federal mandate as expressed by the Congress, they are limited in their local

freedom of action to that extent. Is that not correct?

Mr. Ruckelshaus. Mr. Chairman, I think the principle of freedom of action involves the need for the Government to encourage innovative ways of handling the problem. Now, if we have a State plan that is approved pursuant to an LEAA guideline, there are a wide variety of approaches taken in the 50 State plans. There are some broad guidelines that have to be met, that have been adopted by LEAA regulations. Then pursuant to those State plans, the local governments present requests for funding, either through the new act, the plan themselves, or a specific request for grants to the States. If the LEAA is doing its job, those approaches that have been taken pursuant to the State plans, nationwide, will be analyzed by LEAA here in Washington and those that are successful will be transferred or be shown to other communities around the country. So that their real freedom of choice in terms of approaches to a given crime problem will increase.

Now, any time you narrow the approving agency to 1 instead of 50 for a given submission by a local government, you are bound to de-

crease the number of approaches that are taken.

I think it is inevitable that you do so. So that the number and kind and innovative approaches that are adopted by the local governments would consequently decrease, and instead of having an approach to the problem that takes advantage of the diversity of the country, an advantage of the variety of approaches that might be taken, we have an approach with the central government administering it that might inhibit that variety of approaches.

Now, this may not be the best example to prove that statement in my statement about limiting the freedom of capacity. But the statement I think is more of a generalization in terms of if you send the money down with fewer Federal strings attached to it, you are likely to get a broader approach to a problem or more innovative approaches by local governments than if you attach a number of Federal strings to it.

There are bound to be some inhibitions against the expenditure of money by local governments and the bloc grant approach is midway between out-and-out revenue sharing and a categorical grant approach. So there will be more innovations in the bloc grant approach

than in a revenue sharing.

Mr. Conyers. Of course, we have the legislation that succeeded the Safe Streets Act. And if we added the Community Anticrime Assistance Act to what we already have, would you say that we would then be increasing the options of localities in fighting crime, or would you think we are decreasing the number of options and ways to innovate

programs in this anticrime war?

Mr. Ruckelshaus. I would say that if we put this on top of LEAA, what we now have, we would be increasing it. I think if we could come up with another bill that would locate the same authority in another branch of government, we would be increasing it more. But I think you get to a place diminishing returns when you have too many administering bodies at any level of government, so that so much of the cost of a given program is eaten up in administration and not enough of that money gets down to where the problem is.

Mr. Conyers. Of course, the administering agency that is proposed in our legislation would be a part of the Justice Department. That

wouldn't create any confusion, would it?

Mr. Ruckelshaus. Yes-Mr. Conyers. Or would it?

Mr. Ruckelshaus. Yes; it would, Mr. Chairman.

## 84. Possible Duplication Between LEAA and CRS

Mr. Conyers. This would be a modest additional assumption of

responsibility in your department.

For example, we are not talking about locating this in some other branch of the Government; it would be located in that department of the Federal Government that has the supervisory control and jurisdiction over these matters.

Mr. Ruckelshaus. I mention at page 8 of my statement, Mr. Chairman, it is necessary that we would have to duplicate the grant management systems, evaluation of applications, grant monitoring, and auditing functions all of these kinds of authorities that have to be exercised in any grant program would be duplicative within the Department of Justice. And I certainly would accept your statement that this would cause no problem, because it is in the same department in the spirit within which it is given, but any time you have a duplicating program like this in a department, competition up to a point is healthy—

#### A. LEAA ASSISTANCE TO COMMUNITY PROGRAMS

Mr. Conyers. What is being duplicated? You know how little LEAA has done in terms of dealing with community programs, which was the genesis of the bill in the first place. Do you know what percentage of the money over the last several years has been devoted to com-

munity-type programs?

Mr. Ruckelshaus. Yes; it is very small, but in fiscal 1973, it will be almost exactly the amount of money that is authorized to be appropriated in this bill, some \$23 million. So we would have very similar programs in size and in objectives, both in CRS and LEAA. It is a small percentage of the total amount of money that LEAA spends, but it is about at \$23 million, just about precisely somewhat \$2 million less than the money authorized in this bill.

Mr. Conyers. Except that with this bill they will have twice as much

money.

Mr. Ruckelshaus. Yes; and also twice as much administration.

Mr. Conyers. Well, sure. Maybe twice as much efficiency.

Mr. Ruckelshaus. Mr. Chairman, I don't think twice as much administration is going to give you twice as much efficiency. In fact, you usually have less with twice as much administration.

Mr. Convers. How far down does the efficiency ratio fall in the

Justice Department with the increase in money?

Mr. Ruckelshaus. Not the increase in money; the increase in moneys expended for administration

Mr. Conyers. What is the decrease that you have noted in your

department?

Mr. Ruckelshaus. I haven't noted any decrease, but if we have another program and administrative mechanism to see that it works, that is precisely like a program that already exists, then we are bound to have more money toward overhead and less money getting to where it is really needed. I think that one of the things this bill will certainly stimulate us to do and should stimulate us to do is to look at the LEAA grant program and see if we are allocating a sufficient percentage of that money to the police-community relations program and to the citizen action program.

Mr. Conyers. Thank you.

On that note, I will yield to the gentleman from New York, Mr. Rangel.

#### B. RELATIONSHIP TO LEAA LEGISLATION

Mr. RANGEL. Thank you, Mr. Chairman.

Your statement deals with the philosophy with which I have a little difficulty, and that is the feeling the revenue sharing and block grants gives more flexibility to State and local governments and therefore, as you pointed out, more flexibility in terms of approaches to

the problem.

And yet sometimes we in the Congress are not able to deal with Federal support for specific problems that we have in communities. In other words, the whole burden of the civil rights movement obviously must have been that the Congress felt that somewhere along the line, local and State governments were not protecting the rights of all of our citizens. Certainly, the Justice Department and the Federal Commissions have come out time and time again with reports

indicating that people have to be involved and there has to be respect for rights of individuals, respect for minorities, respect for communities. Congress now is saying, notwithstanding the administration's view on revenue sharing the block grants, that we should deal specifically with the problems which have been projected by reputable commissions throughout history as to how do you deal with it.

How would this conflict with the philosophy that the block grants

and revenue sharing will continue?

Mr. Ruckelshaus. Mr. Rangel, I think, as I indicated to the chairman, that I do not believe that with regard to every program that is funded by the Federal Government, the moneys simply should be sent back to the States and local governments for them to set their own priorities. I think one of the great national problems that you alluded to, the problem of civil rights, is one of those programs, that we cannot depend as a nation on the enforcement of civil rights laws by local and State governments, particularly based on the experience we have had in the past. It simply doesn't work.

So that any program of this kind, where you are sending money back through block grant or revenue sharing, to try to encourage the States or local governments to set their own priorities and try to solve their own problem, you have to insure that basic rights are pro-

tected-

85. Implementation of Report of the National Advisory Commission on Justice Standards and Goals—Community Involvement

Mr. Rangel. Mr. Attorney General, that is my biggest problem. The Congress reaches its profile in political courage by just attaching a civil rights language to every block grant and sometimes to revenue sharing, but as a practical matter, your department has had some problems, perhaps in funding, in making certain that the individual

rights are indeed protected.

Mr. Ruckelshaus. Well, I don't for a minute, Mr. Rangel, want to contend that all of the civil rights laws in this country are being fully enforced by every level of government, including the Federal Government, to the extent that they should be. But I don't believe the principle of attempting to encourage State and local initiative by giving them more funds and a wider scope of priority choice in the process is necessarily denigrated by the need, national need, to insure the civil rights of our citizens are protected.

I think we have to be imaginative enough people to insure that civil rights are protected and at the same time other beneficial societal

mechanisms can be utilized.

Mr. Rangel. But if this legislation is not intended to dismantle LEAA, and if in fact you recognize that very little of the LEAA money actually reaches the community, which we are trying to protect, and if every report indicates that you must have more citizen involvement, which necessarily to me, having been in law enforcement, means more effective relationship between law enforcement and the community, why would you think that this legislation is in conflict with existing legislation?

Mr. Ruckelshaus. I don't say it is in conflict. In fact, it supports it in the sense that it is aimed at some of the same objectives that are

in the LEAA legislation. But it is another layer of governmental

administration aimed at the same objective.

Mr. Rangel. Yes, but I think you and I agree that we are saying that under the block grant, local government and State government have spent very little moneys on the problems which are outlined that we are trying to correct in this bill. Now, if that is so, and we agree that it is, and this bill categorically deals with community problems involving community people, why not allow this categorical grant to take care of a need which obviously has not been taken care of by LEAA and why not have LEAA consider the fact that we do have special legislation considering the community, and then with other sheriffs and law enforcement people appointed by the taxpayers and all of the other things which their town thinks is necessary, they have the block grant and the sovereignty of their State government and local control?

Because you would be the first to agree that in many of the areas which statistically have very high crime rates, those communities have very little if any input as to what local and State governments are

going to do with LEAA funds.

And as a Member of Congress, we believe to identify the areas that we believe need Federal backup and Federal support, and if it is not LEAA, if we can't depend on block grants, if we have to be stuck with old civil rights laws which for some reason are not being enforced, why not have the Justice Department look forward to this type of legislation to alleviate all of the discretion and flexibility this local government has?

Mr. Ruckelshaus. In the first place, Mr. Rangel, I agree completely that there is a need to address this problem, and I tried to so state in my

opening statement.

The LEAA, as our letter to the majority counsel, Mr. Barboza, spells out, has steadily increased the amount of money that is being expended on the very problem addressed in this bill. The commission that has just released this study identified this as a key area for concern in law enforcement. The LEAA has set up an office in an effort to implement the recommendations of their own commission, funded by their own funds. And it is entirely possible, and I think likely and possible, that there will be an increase from LEAA funds to meet the identified needs of this commission.

All I am saying is that given the clear identification of the problem by the commission report, and given the fact that LEAA has already a responsibility to fund efforts for community-police relations and citizen action, and the fact that LEAA sees an obligation to carry out the recommendations of this commission, that this is already existing in the Justice Department, a mechanism to achieve the very things that you want to achieve. And what does concern us is to take other Federal funds and simply duplicate these responsibilities and authori-

ties that already exist in LEAA.

Mr. Rangel. I think it is a question of semantics. There would not be any duplication if in fact LEAA is not geared up to do the job. It may be a duplication in existing authority, but that doesn't impress me that we have the authority within the Justice Department to do a job, that we have another commission's report. And certainly all of them have been very good, but my community has known historically

what is in that report and we have been unable to get Federal support for programs in any given community. It just seems to me this administration is no different from any other in having the ability to select

outstanding experts to draft a report.

I don't take issue with that report, I want to implement that report, and I think this legislation does exactly that. But I think what you are saying is that why not see whether in the long run the LEAA has an opportunity to do what it has the authority to do. And I think what we are saying is that we want direct action now to start in an area that LEAA is studying as a result of that report.

I can't for the life of me see how we are talking about conflicting jurisdiction, becaue LEAA would then say, if this became law, that perhaps we don't have the mandate to just deal with the community, and they could go right along with the revenue-sharing concepts and let the mayors and Governors do what they think is best for their local people and let the citizen have the opportunity to have Government

working directly with them in a very restricted area.

I am not talking about setting standards as to what should be a policeman or what arms are necessary; I am just saying that if that report is accurate, as well as all of the reports that have been written, and if it is accepted by everyone in law enforcement, that you really can't effectively enforce the laws unless you have a community that is involved with the law enforcement agencies, then I am surprised that you would not want us to get on with implementing past reports without disrupting the work and the good work that is being done by LEAA.

Mr. Ruckelshaus. Mr. Rangel, I just don't agree that LEAA is not now attempting to implement this report. It may be in the past that not enough has been done in police-community relations. The report itself recommends the block-grant approach. It may be a lot more could be done. And the report points out, just as you said so eloquently, the need to get law enforcement problems addressed in the local community by the neighborhoods where the problem exists. This is precisely the approach LEAA is attempting to take in setting up an office to encourage the States and local governments to do precisely the same thing. I just don't believe that we can say that they are not going to respond to it.

They spent \$23 million in fiscal year 1973, which is almost exactly the amount of money that is being appropriated in this bill, and that is a very conservative figure. The printouts we submitted to the committee show a much larger figure because they include not only policecommunity relations, but other problems addressed by a given grant.

The reason we don't think this legislation is a good idea at this time is we think we already have a mechanism for addressing this problem, we are addressing it. Maybe the report points up to us some ways we haven't addressed as effectively as we should in the past and we are trying to do this.

Mr. RANGEL. How do you protect the sovereignty of local government through block grants and at the same time implementing the

suggestion of community involvement in law enforcement?

Mr. Ruckelshaus. To the extent that a local government tailors its request for money to a State plan that includes the police-com-

munity relationship and to the extent that isn't fully their choice,

then there is some reduction in their sovereignty.

Mr. Rangel. Who makes the determination as to who represents local government; is that the person that was elected, he produces the program and then LEAA decide whether or not the citizens are involved? I mean, recognizing that in civil rights, we are doing the best we can and we haven't been able to do too well, how would you determine what would be the best thing for the people of Central Harlem?

Mr. Ruckelshaus, I can't.

Mr. RANGEL. How would LEAA do it?

Mr. Ruckelshaus. That ought to be up to them to try to make those

determinations.

Mr. Rangel. What happens to communities where it ought to be up to them constitutionally but it is not up to them realistically? How do they have any input as being involved in some of the programs recommended by the Commission?

Mr. Ruckelshaus. I think the whole purpose of citizen action is to get people involved in Central Harlem or any place in this country

and the fact is-

# 86. Relationship of the Community to the Administering Agency of the ${\rm CAAA}$

Mr. Rangel. Assuming there are areas in this country where minority people live and have lived historically, and they don't have any input in any planning of their lives, especially in community life, and not because they don't want to but because the political structure is such that they are not involved; now comes LEAA attempting to implement the report which everyone agrees should be done: How do you involve this community if the community can't relate to LEAA? It has to go through the elected officials, does it not?

Mr. Ruckelshaus. Well, to the extent that a community requests funds, either through the local government or the State government, this is ordinarily done through their local officials, but it can be done through a private or not for profit organization, pursuant to the

amendments that have been placed in the 1973 LEAA bill.

Mr. RANGEL. And that takes away all of the protections that you

enunciated as relates to block grants and flexibility-

Mr. Ruckelshaus. I don't think it does. I think on the contrary, it provides more flexibility and more choice for the citizens as to how

they will attempt to address their problems, not less.

Mr. Rangel. But you really believe that the functions of the Community Relations Service as relates directly to individuals who are not elected to public office, this would be in conflict with the new mandate which has been accepted by LEAA to deal with community involvement?

Mr. Ruckelshaus. No; not the function performed by the Community Relations Service relating to people in their community. I am saying that the functions spelled out in the bill in H.R. 9175 are duplicative of authorities already given under the LEAA legislation. And if those functions aren't being properly carried out, then I think that is legitimate grounds for criticizing the system that has been set up.

Mr. Rangel. But the only way this is going to end up with good government, people have to say if the community believes that the public officials attempting to help them are not really involving them, kick the rascals out. That is the nature of our Government. If your local mayors and Governors aren't producing under block grants, then your only opportunity to reject what they are planning for you is at the polls, and if the polls aren't available to you because of social and political sanctions, that the local guy has to wait until we get another Commission report and ask the Justice Department to implement that.

If we had implemented reports we had 25 years ago, there may not be any need for community relations or anything, which to me as a former assistant U.S. attorney should be absolutely ridiculous to have community relations involved with the Department of Justice.

Mr. RUCKELSHAUS. Well, the report itself recommends the block-

grant approach.

Mr. Rangel, I don't imply that every State is going to protect the citizens within its boundaries or every city is going to have a mechanism such that the right to vote is going to protect whatever particular interest you have. But on the other hand, there set up within the LEAA funding authority, mechanisms whereby citizens can form organizations and request grants directly without going through the local government. And to an extent that is again the same approach, to a certain extent the same approach H.R. 9175 takes.

87. CRS Administering as Agency and the Crime Control Act

Mr. Rangel. Do you find that to be in conflict with the existing mandate of the Community Relations Service?

Mr. Ruckelshaus. H.R. 9175?

Mr. RANGEL. No, the newly amended LEAA legislation.

Mr. Ruckelshaus. It is not in conflict-

Mr. RANGEL. But it kind of spills over into the Community Relations Service, doesn't it?

Mr. Ruckelshaus. The LEAA mandate?

Mr. Rangel. Yes.

Mr. Ruckelshaus. Well, it might, except the reduction in authority in funding in CRS was aimed to a certain extent to alleviate that spillover.

But certainly if H.R. 9175 were to pass, there would be duplicative

responsibility between CRS and LEAA.

Mr. Rangel. I have no further questions. It just seems to me though that if LEAA had taken care of those things that concerned local government and respected their right to make decisions, then the Community Relations Service, which really seems to identify people in the community rather than mayors and Governors were able to provide that service which the community needs, there would not be conflict. Perhaps LEAA would not have to set up a new organization to follow the report, but the Justice Department would be still following the mandates of that report.

Mr. Ruckelshaus. Well, we are attempting to do that in the Justice Department through the special office set up in LEAA to implement

the precise recommendations that are in the report.

Mr. RANGEL. If you got the money though, you wouldn't turn it back in because of heavy administrative responsibility?

Mr. Ruckelshaus. We might get sued under the anti-impediment

provision if we did.

Mr. Rangel. Thank you, Mr. Chairman. Mr. Conyers. Thank you, Mr. Rangel.

The Chair recognizes the gentleman from New York, Mr. Fish.

### 88. Delivery System—CRS as Administering Agency vs. LEAA

Mr. Fish. Thank you, Mr. Chairman.

Thank you, Mr. Attorney General, for being with us this morning. I would like to pursue the same line of inquiry, if I might, and try, if possible, to separate the issue on the one hand of whether it should be LEAA or the Community Relations Service, and second, the question of the delivery system, whether by block grant or directly to the city. Because, although I approve of block grants, I have listened to the same sentiment you heard expressed this morning, that in the nutshell, this LEAA has not been putting its emphasis in the area this bill is directed to, but rather in other areas of technical support and apprehension.

So I guess my first question is if we agree that crime prevention is equally as important as apprehension or even perhaps more so in the reduction of crime, and because of the delicate nature of community relations, is not the Community Relations Service that already is in the Justice Department a better vehicle than LEAA? If you could just separate in your mind for the moment the fact that LEAA already

has some authority in duplicating aspects?

Mr. Ruckelshaus. Well, I think that is a separate question than is addressed by this bill, in that there is no provision in the bill to rule out LEAA's participation in the same area. We already have a mecha-

nism whereby LEAA participates.

Now, I am sure that a thesis could be put forth that LEAA has not discharged this responsibility as they should. On the other hand, the problem of police-community relations and citizen action is sufficiently highlighted in this report that it is clear to me that LEAA is going to have to spend a good deal more attention on this problem in the future than they have in the past. And if in addition we then create another mechanism for addressing the same problem in the Community Relations Service, what we have really done is say we don't know which is the best, so we are going to give the authority to both, And the Community Relations Service in addressing problems of police-community relations, racial relations in a given community, is probably without parallel in the Federal Government, in some of the personnel that they have. But again, the bill would considerably expand that authority, considerably expand the responsibilities that they presently have. So that they would have to pick up additional expertise in CRS, if they were to carry out the mandate of this bill and some of that expertise would duplicate what already exists, either in the LEAA structure—not necessarily as employees of LEAA. but who are funded either through State block grants or discretionary grants of LEAA.

Mr. Fish. Would you say there already is existing at present an overlapping jurisdiction between Community Relations Service and

Mr. Ruckelshaus. I think there would be, except for—the overlap is really very slight. If you look at their authorities, CRS functions as a crisis intervention as opposed to a crisis prevention, as they are sometimes divided. The main authority they continue to have under the budget submitted by the administration is crisis intervention as opposed to crisis prevention. So to the extent crisis prevention was shared by LEAA and CRS, there is an effort to address that problem in that new submission.

Mr. Fish. If I read your argument correctly, in Public Law 9383 which became law in August of this year, which was the Crime Control Act of 1973, which extends the Law Enforcement Assistance Administration, part C, section 301, which deals with grants for law enforcement purposes, contains two sections that I think are relevant. One refers to public education relating to crime prevention and encouraging respect for law and order, including education programs and schools and programs to improve public understanding of and cooperation with law enforcement and criminal justice agencies.

Now, also in 301 (b) (1), I quote again, "The recruiting, organization, training, and education of community service officers to serve with and assist local and State law enforcement and criminal justice agencies in the discharge of their duties through such activities as recruiting, improvement of police-community relations and grievance resolution mechanisms, community patrol activities, encouragement of neighborhood participation in crime prevention and public safety efforts"—I will stop there. It goes on.

But I take it those are the authorizing sections in the law?

Mr. Ruckelshaus. Yes. It is primarily that.

Mr. Fish. That carried over from previous law, that you think gives the authority in LEAA.

Now, to address ourselves to the question of whether or not LEAA has carried out its responsibility to the extent it might have—and it is doubtful in the mind of the chairman it did, otherwise he wouldn't have worked on this legislation—would you say that inasmuch as under the same Public Law 9383, 15 percent of the funds that go to LEAA are discretionary and therefore can be used by the LEAA to grants directly to localities, and inasmuch as this subcommittee, which is new, will have oversight over LEAA and therefore can pursue its objective of greater attention to this area, and inasmuch as LEAA itself funded this national strategy, a national strategy to reduce crime, which the initial report is out and chapter 4 deals with community crime prevention and the full report will be coming soon, we should expect that LEAA will give greater attention to this whole area of community involvement and prevention and police-community relations and that in effect, you think this is safeguard enough for the

interest this committee has expressed?

Mr. Ruckelshaus. You expressed the argument more eloquently than I can. I think that is precisely right. As the chairman himself through his amendment attempted to point out, as the 1973 act was going through, there was a need for oversight of LEAA. His sug-

gested a 2-year renewal of the bill, in conference it came out 3 years instead of the 5-year bill, that this committee does have oversight. There is adequate congressional, I think not only incentive but ability, to insure LEAA does pay attention to the recommendations in their own commission report.

Certainly one way of addressing the problems that the bill attempts to address is to see what LEAA does in an effort to increase their attention given to police-community relations. And if in this committee's judgment that attention continues to be inadequate, it may be

some bill of this nature would be in order.

On the other hand, I do believe that the authority ought to be given to one agency or another. It ought not be duplicated, because my experience has been you have more attention spent in bureaucratic fighting than you do to trying to deliver the money where the problem is.

Mr. Fish. Just a word on this other issue of block grants versus grants directly to cities. I take it that the awards on page 6 of your testimony were made directly to either Cleveland, or Newark, or Lexington, Jackson, Miss., et cetera.

Mr. Ruckelshaus. As part of the discretionary funds. And they

were, to my understanding, directly to those cities.

### 89. Mayor's Responsibility for Street Crime

Mr. Fish. It seems to me the thing that troubles me here is that I would believe that a mayor of a large city—and I think for the most part we are talking about fairly large communities this legislation is addressed to—that he is the highest elected official in the community, and that he is the one responsible for street crime in his city more than the Governor. And yet, as Mr. Rangel has pointed out, he may not

get the money if it goes through the Governor's office.

Mr. Ruckelshaus. Well, I know the National League of Cities objects to block grants, objects to revenue sharing where not sufficient amounts of it went directly to the cities. I don't expect we will ever resolve that problem completely. It does seem to me there is some benefit to our society to strengthen State governments, not necessarily at the expense of the cities, but to get the State legislatures to focus more carefully on the problems that exist in the cities. I was in the State legislature myself and was in the legislature when reapportionment had not been solved, when the legislature was dominated by the rural areas. Since Baker v. Carr and other cases, there are many legislatures in the country in which the big cities have a lot more representation and in which their problems get more attention.

Again, a Governor—I suppose it depends on the State in which he lives—but some Governors are going to find it difficult to ignore the problems of the large metropolitan areas in their States. By the same token, we do have some authority in this legislation to directly fund cities' requests, if they are meritorious. There are authorities in the new act for cities to present a plan to the States that can be approved,

as opposed to individual projects being approved.

## 90. EVALUATION OF STATE PLANS BY LEAA

Mr. Fish. Can I interrupt at that point? Could you tell us what your experience has been in evaluating State plans? Do they seem to have been worked out in connection with units of local government

and responsive to the needs of local government?

Mr. Ruckelshaus, Mr. Fish, my knowledge of that is not as deep as it ought to be. I frankly haven't been in my present capacity long enough or spent enough time with LEAA to really analyze that, and I am afraid any answer I would give you would be pretty superficial and I would rather study it before answering that question.

Mr. Fish. Thank you, Mr. Chairman.

Mr. Ruckelshaus. I might say, I think there is a need to involve them and if they haven't involved them adequately, that is a definite failing in the plan evaluation process.

Mr. Conyers. Thank you, Mr. Fish.

The Chair recognizes the gentleman from Maine, Mr. Cohen.

# 91. Possible Duplication of LEAA—Streetlights Social Services

Mr. Cohen. Thank you, Mr. Chairman, and thank you, Mr.

Ruckleshaus, for your very fine statement.

I disagree with some of my colleagues here and I think you articulate in very concise fashion some of the apprehensions or at least objections I have about the bill in its present form. It does seem to be a prevailing philosophy, at least there is a frustration you touched upon in your own comments, frustration on the part of people with their government, that we somehow see the bureaucratic amoeba bloating itself to almost bursting proportions then to subdivide itself into new programs, new administrators, and new guidelines. I think you touch upon the problem of duplication and the massive bureauracy that is involved, perhaps unnecessarily so in this case.

Also, you touch upon the fact that if LEAA is a failure—and our chairman, I think, has indicated many of its failings in a very good statement to the House of Representatives on July 12, when he introduced this legislation-if LEAA is failing in its objective to prevent crime, it seems to me rather than create another program, change LEAA, both in its mandate from this Congress and in the guidelines we want to establish, rather than simply create another bureaucratic

Now, it has also been suggested that perhaps cities cannot take any initiative, there would be no representation on the part of local citizens, but it seems to me, Mayor Lindsay appeared before this committee a short time ago, and without any Federal help whatsoever, has instituted a block security program funded by the city itself, \$7 million, I believe he said was appropriated for it, and it is working very well. Granted, more money would be most helpful, but it seems to me we can provide more money through the LEAA approach.

Now, I notice also in your statement, you point out, and I tend to agree, that this particular bill, or this approach, in delivering social services is really beyond the scope of the criminal justice system as such, although I think everyone would recognize that better streets, cleaner streets, removal of waste, would enhance and the location of recreational areas would enhance the neighborhood to prevent crime. You leave out the point about street lighting. That program you mentioned, the national strategy to reduce crime, I think it points out—I made a note, on page 95 and other pages, that street lighting is very important to the prevention of crime. Can you tell us whether or not LEAA is now directing any of its moneys, for example, to street lighting?

Mr. Ruckelshaus. Yes. One of the programs I mentioned was \$107,-000 for the city of Newark for the installation of 750 high intensity

street lamps in high crime area.

One of the things LEAA tries to do is by such a program indicate to the rest of the country what can be done, and then through the National Institute transfer that program or that effort and results of

it to another city.

I think that one of the problems that we ran into in the beginning of LEAA was that there was tremendous pressure to get the money out before adequate planning had been done as to precisely how it was going to be spent. So we did have some programs that were funded that didn't work. On the other hand, with the experience that LEAA has now had, as a new, growing institution, it will better be able to spend money in an area where we really get a high payoff in the reduction of crime. And there are results coming in from these programs that have been funded that can be given to other communities who are trying to decide how they ought to allocate their funds in order to combat crime. To locate this kind of authority in one area makes sense to me, as opposed to dividing it.

## 92. Representation of Citizens on LEAA Advisory Committees

Mr. Cohen. The major criticism, it seems to me, directed to LEAA by both the chairman and also Mr. Rangel, and I think with justification, is that most or much of the money has been directed by LEAA for hardware purposes, purchase of police cars, uniforms, new equipment, and very little in the way of community relations, although the police now apparently recognize they cannot combat crime effectively without community involvement.

We had a major point of debate, as I recall, in full committee, in connection with citizen involvement and citizen group involvement in the LEAA. I don't recall specifically now, but it seems to me the Justice Department took a position opposing a mandatory representation by community groups on the advisory committee or directors of

LEAA. Could you clarify that for us?

Perhaps the Chairman might recall——Mr. Ruckelshaus. I don't have that information at hand,

Mr. Cohen. One of the major points of debate prior to the passage of this year's appropriation was the question of whether we should mandate the Governor having to select various community groups or whether it should be voluntary. And it seems to me the Justice Department was somewhat inconsistent, on the one hand, if it said we oppose the mandatory involvement for the Governor having to appoint var-

ious citizen groups, and at the same time expressing desire to see more

community groups involved-

Mr. Ruckelshaus. It depends on whether you think the necessity of having citizen representative on the advisory committee outweighed the desire on the part of the Federal Government to give maximum flexibility to the States to try to handle the problem.

Mr. Cohen. But if we are going to meet the objection that LEAA has not been responsive, particularly to local community groups, or their desire to become involved, it seems to me that is one of the failures of LEAA and we could correct that system by mandating such a policy, as opposed to enacting a whole new program with a new

bureaucratic structure. That is all I am suggesting.

Mr. Ruckelshaus. That is clear. If LEAA is doing things wrong—I am sure there are some things they are doing wrong like any governmental organization—the only way to correct it is correct it right there where it is happening.

Mr. Cohen. That is all I have.

Mr. Conyers. Thank you, Mr. Cohen.

The Chair recognizes the gentleman from Wisconsin, Mr. Froehlich.

#### 93. Possible Amendment to Crime Control Act To Achieve Greater Community Involvement

Mr. Froehlich. Thank you, Mr. Chairman.

Mr. Ruckelshaus, before you were talking about efficiency in your discussion with the chairman. If the purpose of this legislation was to spend \$25 million more in this area of community relations, how would this committee go about amending the LEAA authority to enforce expenditure at those points?

Mr. Ruckelshaus. Once you start doing that, you defeat the whole concept of LEAA, because you will say, well, you have to spend money in this area and somebody will come along with another idea how crime

is to be prevented and you say you have to spend it here.

The whole idea of LEAA was to provide as many approaches to the problem as the mind of man could conceive. So we sent the men out to the planning commissions in the States to come up with plans to fund local projects, hopefully so there would be a feedback into the Federal Government and the National Institute to analyze how successful these programs were and transfer that program back to the communities across the country. If the Congress starts telling LEAA, you will have to spend so much money in this area and so much there, you start cutting back on the basic concept of LEAA. And my feeling is we ought to give that concept a chance to work.

#### A. CATEGORICAL NATURE OF LEAA DISCRETIONARY FUNDS

Mr. Froehlich. Except the basic concept, as I understand the situation, a block grant approach applies to 85 percent money. That is the money that gets back for discretionary authority in the States to allocate according to projects as they see fit under their commissions. Fifteen percent of the money, as I understand it, is discretionary in the national administration, in the national LEAA administration. And therefore, spending \$1 billion a year, or close to that, then we have got

close to \$150 million a year in discretionary funds and it seems to me discretionary funds administered by the national LEAA administration is in effect categorical funding.

Mr. Ruckelshaus. That is right. Mr. Froehlich. So that you have—

Mr. Ruckelshaus. Except the category is much broader than you are

suggesting.

Mr. Froehlich. It is much broader, but you tie the strings. You make the decisions in the sense it is not a block grant approach. It is not an approach that is giving authority and discretion to local government or State government. It is an approach that says the strings are tied, the controls are levied, as to this 15 percent at the national level. Then it becomes a determination as to whether this Congress will tell you in what area you spend those categorical funds at the national level, or whether your administration or LEAA will make that decision.

Mr. Ruckelshaus. Let me say from my viewpoint, I am in favor of the block grant approach, but where you do have categories, I am in favor of the broadest category possible. Because if one of the functions of LEAA is to do research at the national level on crime prevention, that cannot be done at the local or State level, simply because of the magnitude of the problem, the results of that research ought to be tried. And unless you give the LEAA the authority to implement the research that they have done in a given area of the country, given discretionary grant program, then what we will have is what we have in so many agencies of the Federal Government, a large research program with inability to transfer the research program in the field where you really get the payoff. The idea of discretionary funds should be married in LEAA to their research effort. And to the extent you start designating where those funds shall be spent, you narrow the authority LEAA has to try from the national level to implement some of this research.

#### B. LEAA FUNDS FOR COMMUNITY RELATIONS

Mr. Froehlich. The growth that you have pointed out, from 14.8 to 23 million in the last few years—or was it from 12 million to 14 million to 23 million—is that totally, that growth, in the block grant area of the 85 percent? Are these decisions made by the commissions, State commissions, and local governments from experience in Community Relations Service, or is some of that group of 15 percent discretionary funds?

Mr. Ruckelshaus. Some of it is discretionary funds. There has been a wavering back and forth between the percentage in the discretionary funds allocated and the block grants. The majority of the block grant is the majority of the money that is spent as block grant, but there is a percentage of that, 17 million and 23 million, that is also discretionary.

94. Implementation of National Advisory Commission Recommendations

Mr. Froehlich. How do you intend to move in the direction in this area, pursuant to your new report? How do you intend to force or encourage States and communities to use these block grants in this area?

Mr. Ruckelshaus. I think one of the ways that it has to be done is through the LEAA taking a very active role in working with the States in insuring that the guidelines and suggestions and recommendations that the National Commission has suggested are implemented. And we have disseminated copies of the report to all of the State planning agencies, to all interested law enforcement officials around the country.

As you know, we set up in the LEAA an office with the specific purpose of attempting to implement the recommendations in the report itself. So that a number of steps are being taken, administratively, to insure that the recommendations are given widespread dissemination, that the LEAA itself is organized to attempt to coordi-

nate the effort to implement the regulations.

I am not in a position to say whether there are plans to spend more discretionary funds in that area, but I think that certaintly is a valid objective for this committee to get into in its oversight capabilities, to question the LEAA officials as to just precisely how they are using their discretionary funds.

# 95. STATE LEGISLATURES AND LEAA BLOCK GRANT PROGRAM

Mr. Froehlich. In your discussion at one point, you indicated the use of block grants and the fight between the cities and the States for direct control of these funds, there was some benefit to use the block grant to get the State involved because this would bring recognition of the problems to the State legislatures and hopefully get them in-

volved in these problems.

Now, I was a State legislator, also, for 10 years, and I came here from the State legislature, and as I saw these Federal programs develop, especially LEAA, I don't understand how some legislatures got involved in that. The Governor set up the commission, and the commission worked with local government, and to my knowledge, I have no participation in the State program, whether it was in welfare or whether it was in LEAA. We have no legislative import.

Mr. Ruckelshaus. Well, in the State of Indiana, where I am from, we do have specific legislative committees with responsibility to oversee these expenditures of Federal funds, particularly where there has to be some matching funds from the State, but even where there are no matching funds, just to keep the legislature apprised of how they

are spent.

My comments were really directed to a broader principle, that the State legislatures, as the cities gain more representation through reapportionment, are bound to be paying more attention to the cities in

the future than they did in the past.

I think it was very valid criticism of State legislatures in the past that they were so dominated by the rural areas because of malapportionment that they really weren't familiar with nor paid any attention to the problems of the major metropolitan areas. I think reapportionment is changing that and the efforts we are making to shove funds back to the States and force the States to make a decision, again will change it. If the division between the Governor and the State legislature and the power in the State is the same kind of struggle we see going on at the Federal level all of the time, I think the legislatures

at the State levels have to assert more authority to control the direction and policy at the State level, just as the national Congress is

attempting to do at the Federal level.

Mr. Froehlich. Unless you force the States to contribute to the effort, if it is just strictly a bloc grant, you can set up a machinery which I contend is going on, that there is absolutely no legislative participation on it. It is an outside commission the Governor appoints that deals in the area, and there is no legislative oversight at the State level. At least in my opinion, in Wisconsin, as to LEAA. And we have had some major battles in the State legislature in 10 years in the matter of welfare, trying to have legislative input in the welfare plan presented to the Federal Government, and the legislature to this point hasn't really won that battle.

So if you are talking about block grants and talking about bringing realization to legislatures, it seems to me you have to require some mechanism, so that the States can involve the legislators as well as the

Governor's office.

Mr. Ruckelshaus. There is a requirement in LEAA funds for matching cash funds from the States, and that in and of itself is enough to handle for the State legislature to assure that they get

adequate input.

I don't really believe it is up to the Federal Government to tell a State government how they ought to organize their division of power between the legislature and the executive branch. I think it is a very good thing to involve the legislature, but I don't know the Federal Government ought to be telling the States they have to do that in order to be eligible. The fact there has to be matching funds from the States ought to be enough assurance the State legislature has adequate input.

Mr. FROEHLICH. Thank you, Mr. Chairman.

Mr. Conyers. Mr. Ruckelshaus, this has been an important meeting for this subcommittee and yourself. I would like to propose that we extend our relationships in getting to know each other beyond the formal committee sessions that will, hopefully, bring you before us as

frequently as is necessary.

As you have correctly pointed out, the subcommittee will be oversighting LEAA. What we want to do is monitor for the Congress in the spirit of improving the objectives that put the legislation into operation in the first place. To that end, I would invite us to consider meeting informally, perhaps not with the necessity of a record, so that all of us may acquaint ourselves more with the operation of the Justice Department, particularly with reference to LEAA, so that we can all do our jobs a little better.

I am hoping to see more of you and I am very grateful for you

joining us this morning.

Mr. Ruckelshaus. Thank you, Mr. Chairman. I think that is an excellent suggestion, and I certainly concur with it. There ought to be a cooperative attitude between the Department, LEAA, and this committee, and any problems this committee sees with the administration of programs that the committee has oversight over, I hope we can sit down in an effort to understand precisely what everyone's position is.

Mr. Conyers. I just remembered, when you can, could you make available to this committee, not necessarily for the record, the printout on LEAA participation in community relations programs and citizen action programs?

Mr. Ruckelshaus. Yes. We certainly can.

Mr. Conyers. And we might want to see how LEAA is operating in the field of equal employment opportunity. I am interested in knowing the number of blacks and other so-called minorities and women who are working in the program. Could you make that information available?

Mr. Ruckelshaus. We certainly will, Mr. Chairman.

Mr. Conyers. Would you care to introduce any of your men that are with you today? They are all well known over here, and we might put their names on the record if you so desire.

Mr. Ruckelshaus. I don't think that is necessary. They don't want

to be introduced.

Mr. Conyers. Thank you.

[The prepared statement of Hon. William D. Ruckelshaus follows:]

STATEMENT OF WILLIAM D. RUCKELSHAUS, DEPUTY ATTORNEY GENERAL

Mr. Chairman, I wish to thank you and the members of the subcommittee for the opportunity to testify today on H.R. 9175, the "Community Anticrime Assistance Act of 1973," a proposal directed to the very important objective of involving citizens and the private sector in cooperative anticrime programs with local governments.

Essentially, H.R. 9175 would authorize the Director of the Community Relations Service of the Department of Justice to make categorical grants to cities, combinations of cities, public agencies and nonprofit private organizations for purposes of improving police-community relations, and, encouraging citizen involvement in crime prevention and volunteer service programs. The bill would authorize to be appropriated for these purposes \$50 million dollars for two fiscal

years ending June 30, 1974, and June 30, 1975.

We are fortunate, Mr. Chairman, that in our mutual consideration of community involvement in crime prevention, we do not have to begin at the beginning. All of us who are interested in this area of law enforcement are beneficiaries of the recently completed work and the product of the National Advisory Commission on Criminal Justice Standards and Goals (Standards and

Goals Commission).

On October 20, 1971, the Standards and Goals Commission was asked by the Attorney General to formulate, for the first time, national standards and goals for crime reduction and prevention at the State and local level. The Law Enforcement Assistance Administration, under authority in the Omnibus Crime Control and Safe Streets Act of 1968, provided \$1.75 million in discretionary grants for the project. Membership in the Commission was composed of representatives from every level of State and local government, from private industry, and from citizen groups. Although earlier projects such as the President's Commission on Crime in the District of Columbia and the President's 1967 Commission on Law Enforcement and Administration of Justice paved the way for some of the Standards and Goals Commission work, the 1971 Commission, through its Community Crime Prevention Task Force, was the first to focus on the *community* as an indispensable partner in the national crime reduction effort. This effort of the task force resulted in a Report on Community Crime Prevention containing comprehensive standards and recommendations, and constitutes one of the best anticrime documents in our nation's history.

Many of the Commission's recommendations support the provisions of H.R. 9175. The Standards and Goals Commission found that much of the citizen alienation in America results from the lack of power citizens feel in relation to the institutions they have erected to run their lives. There is now a consensus, I believe, that if we are to achieve a substantial reduction in crime, we must first achieve a broad-based citizen awareness and community involvement which includes citizens, families, neighborhoods, schools, churches, recreational asso-

ciations, business, labor and government.

It is not, therefore, the objectives of H.R. 9175 that the Department of Justice opposes but rather its methods of implementation. Specifically, we oppose the categorical grant approach provided for in Sec. 102 and Sec. 202 of the bill. This approach is contrary to our conviction that Federal assistance programs must increase local capacity to act without decreasing local freedom of action. In enacting the Safe Streets Act of 1968, Congress illustrated keen insight in fashioning the block grant approach to assist states and localities in law enforcement, Congress demonstrated renewed support for the LEAA block grant program when it recently enacted the Crime Control Act of 1973. The block grant concept recognizes that needs differ from State to State and City to City. It also allows the state and local governments the necessary diversity and flexibility to set up their crime reduction programs and to use their funds in accordance with those differing needs. Experience has shown that block grant funding is a healthy departure from Federal categorical grant programs which in the past have restricted state and local initiative. The block grant concept is consistent with out belief that the Federal government should be a partner in the Federal-state-local system of cooperation, and not a dictator of policy. Consistent with this view, the Standards and Goals Commission also supports the block grant approach to Federal anticrime assistance.

The Department has noted that with the exception of a part of section 202 (b) (2) programs, all of the grant programs authorized under sections 102 (b) and 202 (b) of H.R. 9175. to be administered by the Community Relations Service, are either presently being funded or are authorized to be funded by LEAA. (With respect to section 202 (b) (2), programs for the removal of waste, street cleaning, and building inspection, though connected with public safety in its broadest definition, we respectfully submit that these programs are beyond "the criminal justice system" as defined in Section 306(4) of H.R. 9175, and are programs more appropriately within the primary function of other agencies.) Section 301(b) (7) of the Crime Control Act of 1973 defines the purpose for

which LEAA grants funds may be utilized, and reads as follows:

"Sec. 301(b) The Administration is authorized to make grants to States having

comprehensive State plans approved by it under this part for:

(7) the recruiting, organization, training, and education of community service officers to serve with and assist local and state law enforcement agencies in the discharge of their duties through such activities as recruiting; improvement of police-community relations and grievance resolution mechanisms; community patrol activities; encouragement of neighborhood participation in crime prevention and public safety efforts; and other activities designed to improve police capabilities, public safety and the objectives of this section, provides; that in no case shall a grant be made under this subcategory without the approval of the local law enforcement agency." (Section 301(b) (7))

The National Institute of Law Enforcement and Criminal Justice of LEAA has

authority under Section 402(b)(6) of the 1973 Act which provides:

"Sec. 402(b) The National Institute is authorized:

(6) to assist in conducting, at the request of a state of a unit of general local government or a combination thereof, local or regional training programs for the training of State and local law enforcement and criminal justice personnel, including but not limited to those engaged in the investigation of crime and apprehension of criminals, community relations, the prosecution or defense of those charged with crime, corrections, rehabilitation, probation and parole of offenders..."

In fiscal years 1972 and 1973, LEAA has awarded more than \$14 million in discretionary funds for programs which would be eligible for funding under

H.R. 9175. Some examples are:

\$100,000 to the Cleveland Impact Security Escort Service for the Elderly. The project provides senior escort personnel working with 22 young junior members for escort and patrol for elderly citizens in public housing in the high crime areas. \$107,200 to the City of Newark, N.J., for the installation of 750 high intensity

street lamps in high crime areas.

\$180,000 to the California Youth Authority for the development of a statewide network of volunteer-based, community controlled youth service agencies.

\$75,000 to the National Association of Citizen Crime Commissions which will provide technical assistance to interested communities in the development and implementation of citizen crime commissions.

\$79,000 to the Lexington Police Department for a program which includes: (1) "Teens on Patrol and Work Study Program," which is designed to provide jobs and other activities for high school and college students needing financial assistance; (2) "Neighborhood Assistance Community Officer," which provides for assistance to citizens with special police-related needs; (3) "Work Opportunities Now Program," which is designed to use police and community resources to provide work for those who have been expelled or who have dropped out of school; (4) "Community Youth Auxiliary," which provides neighborhood ring leaders with constructive group projects; and (5) "Training Program for Police Personnel and Youth Participants," which deals with police and community relations.

\$60,000 to the City of Jackson, Mississippi, for the development of Police Community Service Centers. Staff personnel selected for this project include part-time college students, full-time community service officers and persons selected from

the communities where the centers are located.

\$122,821 to Cleveland, Ohio, for the expansion and upgrading of Cleveland Police Outreach Centers. These centers service "walk-in" requests of neighborhood citizens seeking police services as well as information and guidance on matters related to government and social agencies. Each center is staffed with a full-time patrolman who will develop rapport with the citizen, provide lay-legal advice,

and provide police services outside the police station.

Additional millions of dollars have been expended by states for scores of similar programs with block grant funds awarded by LEAA. The Subcommittee has been previously supplied with computer print-outs listing block grant funded programs which are either wholly or partly envisioned by H.R. 9175. Since 1969, LEAA Guidelines for State Law Enforcement Improvement Plans has designated "Improvement of Community Relations," as one of the ten mandatory categories which a state plan had to address as a condition of LEAA plan approval. In fiscal 1971, approximately \$12 million dollars of state block grant funds were allocated for police-community activity, and in 1972, over \$14.8 million. LEAA estimates that a total of \$23 million will be expended for police-community related

programs in fiscal 1973.

I would conclude by assuring the Subcommittee that the Department of Justice fully supports the objectives of H.R. 9175, and, with the sponsors of this bill, Justice is sensitive to the urgency of involving the community in the fight against crime. We submit, however, that principles of economy and good management require us to oppose the duplication of LEAA authority inherent in this bill. In order for CRS to carry out the authority provided for in H.R. 9175, CRS would have to duplicate LEAA's grant management systems, evaluation of applications, grant monitoring and auditing functions which are necessary to any grant-in-aid program and which have been operational in LEAA for several years. Congress recently endorsed the Administration's Reorganization Plan No. 2 of 1973, consolidating various fragmented drug agency functions into the new Drug Enforcement Administration.

We must oppose the bill's regressive provisions for categorical grants, which undermine the development of a Federal-State-local partnership through block

grants

The States and local planners now have the National Advisory Commission's Report on Community Crime Prevention which is a blue-print for further community involvement programs. These programs will be encouraged by LEAA through the comprehensive planning and block grants provisions of the Crime Control Act of 1973. In addition, LEAA has been given authority under Sec. 306 (a) (2) of the Crime Control Act of 1973, to award discretionary funds to private non-profit organizations. Prior to this new authority, LEAA was required to award such funds through an intermediary local unit of government.

Mr. Convers. Our next witness is a former Member of Congress, James Scheuer, a 4-term legislator, who came in the same session

I was privileged to join the Congress.

In addition, of course, he is an economist, a member of the bar, and he has written at least one book. His expertise in this area was delineated rather conspicuously in terms of the kind of legislation that he introduced as a Member of Congress, including proposals to create an

Office of Drug Abuse, his important amendments to the Omnibus Crime Control Act, his activities in antipoverty legislation, job training considerations. All make him an excellent person to be president of the National Alliance for Safer Cities.

Mr. Scheuer is with us, we welcome him. We will record his testimony into the hearings and allow him to proceed in whatever way

he sees fit.

Welcome.

# TESTIMONY OF HON. JAMES H. SCHEUER, PRESIDENT, NATIONAL ALLIANCE FOR SAFER CITIES

Mr. Scheuer. Thank you very much, Mr. Chairman. I am delighted to be here to greet my former colleagues, and also to greet the new members of the committee, who I see are working long and hard on

your legislation.

I would like to congratulate you on this splendid initiative of yours to help the forces in the neighborhood to find a useful and constructive involvement in the community crime prevention programs. It is true that neighborhood groups all across the country are beginning to insist on a role in crime prevention programs and they are doing very useful things in terms of building patrols, block patrols, neighborhood patrols, auxiliary police, all kinds of involvement in a positive way with the law enforcement establishment and also with various useful neighborhood social programs.

It has happened. But it seems to me this is the validity, this underlines the validity of your bill and not its superfluidness; the fact that there is some evidence that groups form together and work in a positive way as an extension of the police and other arms of the community, proves that it can be done, given sufficient organization and resources.

The bill that you have put together is an excellent bill and I would like to make a few brief comments about it.

Mr. Conyers. Please do.

### 96. Use of Funds for Reimbursement of Volunteers

Mr. Scheuer. I want to suggest that in connection with section 102, the grant section of the bill, subsection (4), you might include funds for training and minimal out-of-pocket expenses for citizen volunteers.

For a person in a poor community without substantial income, even babysitting expense can sometimes make the difference between participation and nonparticipation. And in a housing project, in an apartment for the elderly, where you have several hundred eyes and ears which can be mobilized and organized to provide surveillance on the ground floor, with a very desirable social interaction, too, the difference between having a few dollars a week for refreshments and perhaps a television set and a telephone to the local precinct house, could make the difference between success or failure.

So I would urge you to add out-of-pocket expenses in addition to some kind of a well organized training component.

Mr. Conyers. We will take that into consideration.

#### 97. Prohibition on Use of Firearms and Vigilantism

Mr. Scheuer. I would urge that somewhere in the bill it ought to be made clear that you do not consider under the provisions of this bill, citizen volunteers are going to be equipped with firearms. Armed confrontation with wrongdoers is a very professional and very risky business; you need youth, vitality, training, expertise. It is a professional police function and in order to avoid unnecessary controversies, I would urge that you stipulate very clearly in the bill that you would not intend for these citizen volunteers to be given sidearms or any other kind of weapons.

I think it is perfectly clear that the citizen efforts must be done in close collaboration with the law enforcement agencies and that we are not aiming at vigilantism. While this is implicit in the bill, perhaps it could be made more clear in the debate on the floor, or in the report on the bill. I am sure that is what you contemplate to avoid unfair and demagogic criticism. I would make it clear beyond a peradventure, that the citizen groups that would be encouraged under this bill would be working in an informal or formal but close collaborative effort with

local law enforcement authorities

#### 98. Involvement of Business, Industry, and Labor—Federal Crime Insurance

I want to applaud you particularly on section 102, subsection (1) of the bill, that provides for programs to encourage the participation of industry, business, labor unions, and other private enterprise, in crime prevention efforts in the city, and in the neighborhood in which they are located. The challenge of involving industry and business in a community crime prevention effort is a great one, and I think that is an excellent initiative of the bill.

I can think of perhaps two or three areas in which business and industry should be playing a leading role. For example, there is a Federal crime insurance program which insures both businesses and residences against crime at very low cost and which can't be canceled. Are you

familiar with that?

Mr. Conyers. It hasn't reached Detroit yet, I will tell you. Businessmen are going out of business all over the place for lack of ability to maintain reinsurance and to secure—well, they can get insurance, but they can't get reinsured after the first plate glass window is broken.

Mr. Scheuer. That is correct. This is very low cost, Federal crime insurance program that cannot be canceled after a claim is filed. And as Congressman Conyers indicated, it is the best kept secret of the age.

Mr. Conyers. Well, it needed an ex-Member of Congress to bring it to this chairman's attention. I will research this immediately after the hearing.

Mr. Scheuer. The gentleman running this program is Mr. James Rose, Assistant Administrator for Crime Insurance in the Federal Insurance Administration, which is in the Department of Housing and Urban Development.

Mr. Convers. If I might interrupt the gentleman, this hasn't been one of those programs that have been suspended, put in deep freeze

or had a moratorium?

Mr. Scheuer. Not that I know of.

Mr. Conyers. As you remember so clearly, we pass a lot of legislation that never actually goes into operation because of OMB subsequent decision.

Mr. Scheuer. This program is operational, an infinitesimal number of insurance policies have been written. But I just can't believe if the word on this program went out to community groups and business groups across the country, that it wouldn't be the most popular Federal program since social security retirement benefits first came on the scene.

So this is an obvious program, for community groups to spread the word on.

# 99. New York State Compensation Program—Proposed Model Security Code

In New York State, we have a victim compensation program that is the second best kept secret in the land, following the Federal crime insurance program. I can't believe that in New York State, citizens groups couldn't be working with business and industry and their local police in getting out the word, both about the Federal crime insurance program and about the New York State victim compensation program.

In the amendment to the Safe Streets Act, which I sponsored, which you mentioned, Mr. Chairman, that set up the National Institute for Law Enforcement and Criminal Justice, one of the things that the Justice Department has researched through this National Institute is a model security code. We have fire codes and health codes in every village and hamlet and city in the land. It is an outrage and a shocking thing that we don't have municipal or State codes that mandate that apartment house entrance doors must be locked and communication must be provided between the entrance door and the apartments and that the apartment doors can't be kicked open or opened with a simple little slip of plastic.

The Justice Department has developed a model security code that mandates minimum security requirements that must be in the building and provides minimum specifications for individual apartment doors and windows for that building to be secured, to protect its inhabitant not only against fire and against disease, I suppose, through improper sanitary facilities, plumbing, and the like, but also against being

ripped off, having the apartment broken into.

This model security code has been adopted in the city of Los Angeles and the city of Oakland, Calif. It is very well thought through, and the cost is very modest on a per apartment basis. And again, this is the

third best kept secret in the land.

I would say this program also is an obvious candidate for information and education by local business, local industry working in collaboration with local groups. It would be an ideal program if it could be fostered and implemented under the provisions of this bill.

Mr. Conyers. How many best kept secrets are you going to reveal? Mr. Scheuer. I will just give you those three best kept secrets on which you could focus light of community scrutiny and analysis and then public information and education program under the provisions of this bill, in cooperation with local police and local business and industry.

In New York City, the local police have an officer in each precinct who is equipped to go out and advise tenants and building owners about what they should do to improve the security conditions in that building. And I am sure Congressman Rangel in New York has met with these local police officers. They are bright young men and women, and they get a modicum of training and they are doing a good job.

But wouldn't it be simpler for New York City, simply to have a law passed for the benefit of the police as well as the benefit of the community, to say that all buildings must have these minimum security

devices and systems and equipment?

So I think this is an excellent activity that is an obvious candidate for support under the provisions of this bill.

#### 100. Funding Mechanism

Mr. Conyers. Do you have any views, Mr. Scheuer, with regard to the funding mechanisms? There has been perhaps some indication there may be greater differences of opinion of whether we go categorical or whether we fund through block grants. We may get involved in the dynamics of this, so that we submerge objectives to which there is no disagreement.

Mr. Scheuer. Well, it is perfectly clear to me that LEAA has had the discretion and the flexibility to engage in this kind of activity. In the originial design of the National Institute, all kinds of social community activities were envisaged as possible subjects of research, and yet in the National Institute, almost all of the research and develop-

ment went for hardware.

The security code is a perfect example, where nuts and bolts and locks, communications devices, electronic devices to do the job, is where their effort went. And they produced a very excellent security code which I hope will be adopted widely. But I don't think any of us feel the answer to the problem of crime in our cities is to adopt a "fortress America" approach. Unless we can make human beings relate to each other and care and be concerned and involved, all of the locks and bolts

in the world aren't going to do the job.

The National Institute has done research and development on locks and bolts and chains and electronic devices, but it has been very difficult for those who first encouraged that legislation to get them to think in terms of human influences, human caring, and human concern and how to organize community leadership and business leadership to promote safer communities. And the LEAA hasn't done any better, as evidenced here this morning in testimony that up to now they haven't done the job. Now their feet are being held to the fire a little bit by this bill, I have no doubt of it, and they are protesting now they intend to do the job.

#### A. APPROPRIATION

Mr. Conyers. What sum of money do you think, if you are able to project in your role as head of the National Alliance for Safer Cities. would be adequate? I must confess there was no great amount of skill involved in us arriving at a \$50 million per year figure. Some have said that is high, some have said that is low. What do you think?

Mr. Scheuer. I think as a startup that is a perfectly reasonable figure. And after a year or two of experience, when community groups

learn of this program and you have something of a track record to indicate how usefully the money is being spent and how much more cost effective it may be than trying to give every police precinct a tank, you know, equip them for desert warfare or guerrilla warfare; I think, when the evidence is in as to how well these community-based programs work, you won't have any trouble in proving the need for a

larger expenditure of funds.

We have perhaps 450,000 law enforcement professionals in this country and I guess we are spending in excess of \$10 billion on security, and we simply haven't done the job. The expenditures that we are talking about under this bill are a fraction of 1 percent of our total national neighborhood security effort. If we can show that by 1 percent increase in these kinds of community-based programs in our total expenditures for security, we can produce a measurable increase in neighborhood security. I think that will make your future job much easier in getting substantial increases in your appropriations.

Mr. Conyers. You remind me of some of the testimony of the mayor of New York that it would seem your city alone could absorb \$50 million in community programs and not have any duplication or excesses

whatsoever.

Mr. Scheuer. I agree completely. We have 9,000 or 10,000 block groups and neighborhood groups already organized in various kinds of community activities, and each one of them would be a candidate for, I would think \$5,000 to \$10,000 a year, surely a very modest program. But \$5,000 or \$10,000 a year in a couple of blocks can be the catalytic agent for producing a great deal of activity.

# 101. Role of National Alliance for Safe Cities in Citizen Participation

Mr. Convers. The final question I would like to ask before I yield to Mr. Rangel is what role under this legislation would you see your alliance playing in terms of developing the kinds of concepts that you bring to this whole subject of citizen participation?

Mr. Scheuer. Well I think the alliance could play an interesting role along with other groups in involving local neighborhood organizations and business organizations to become active under the pro-

visions of this bill.

We have as members of our national alliance, a whole host of organizations: the AFL-CIO, the National Businessman's Council, the National Urban League, the American Jewish Committee, the Camp Fire Girls, the United States Youth Council, the National Catholic Conference for Interracial Justice, the National Council of Puerto Rican Volunteers, the Southwest Council of La Raza, the United Auto Workers Union, and the United Methodist Church, and 75 other organizations. So that we would be in a position to mobilize community organizations that were really representative of the community.

Mr. Conyers. How many cities are you in now?

Mr. Scheuer. We have chapters in about a dozen cities and I think we could play a very significant role. We have chapters in New Jersey, New York, Pennsylvania, Missouri, Arizona, State of Washington, California—I don't envisage you are going to have any trouble at

all getting a wide variety of representative local groups organized

and working effectively under the provisions of this bill.

Surely, the national alliance will have a significant role, but there will be, and there should be, a great variety of neighborhood-based organizations working under this bill. Perhaps we could get in early and help solve some of the technical administrative problems of citizen organization and involvement in this bill. And perhaps we could work some prototype programs. But then I think the larger the participation and the more heterogeneous the nature of the groups involved, the better for all concerned.

Mr. Conyers. Could we go off the record?

Mr. Rangel. I would like the record to indicate I want to thank Mr. Scheuer for sharing his expertise with this committee, for the outstanding contribution that he has made, both in the private and public sectors, not only as relates to law enforcement and anticriminal prevention, but for his deepseated concern for human beings, both as a private citizen and a public official. And I hope his return to public life will be speedy.

Mr. Scheuer. From your lips to God's ears. Mr. Conyers. The Chair recognizes the gentleman from Wisconsin, Mr. Froehlich.

Mr. Froehlich. No questions, Mr. Chairman.

Mr. Conyers. I want to thank you very much, Mr. Scheuer. We know that your alliance will be looking over both this subcommittee's shoulders, LEAA's shoulders, and the Justice Department, as we try to bring some reality in terms of community involvement into this matter.

We are going to stand in recess until 1:30 and we will resume testi-

mony at that time.

Mr. Scheuer. Would you like me to return then?

Mr. Conyers. I would like you to, yes, if you can wait that long.

Mr. Scheuer. Very happy to.

#### AFTERNOON SESSION

Mr. Conyers. The committee will come to order. We will continue in recess until the call of the Chair. The committee is in recess from this point on.

Mr. Conyers. The committee will come to order, please.

Congressman Scheuer, will you join us at the witness table, please, sir.

### TESTIMONY OF HON. JAMES H. SCHEUER (Resumed), ACCOMPANIED BY RONALD BROWN, CHAIRMAN OF THE BOARD, NATIONAL ALLIANCE FOR SAFER CITIES

Mr. Conyers. I understand the New York delegation met in the interim and you were present.

Mr. Scheuer. Yes.

Mr. Conyers. I yield now to the associate counsel of the subcommittee.

Mr. Cook. Thank you, Mr. Chairman.

Congressman Scheuer, I would like to ask a little about your organization. Could you just briefly tell us what your organization does in the form of—two questions—its activities and your funding arrangements?

Mr. Scheuer. Well, I am pleased that the chairman of the board of the organization, Mr. Ronald Brown, is here and I am sure he will

have something to add.

Do you want to come up and talk now, Ron?

It is my pleasure to present Ronald Brown, the chairman of the board.

Mr. Brown. I might indicate, Mr. Chairman, I am here today to testify on behalf of the National Urban League.

#### A. WORK OF THE NATIONAL ALLIANCE FOR SAFER CITIES

Mr. Scheuer. He is also national counsel for the National Urban League. He is here in his capacity—I didn't realize that—he is here wearing the hat of the National Urban League, but he is thoroughly familiar with the work of the National Alliance and will have some-

thing to say on this subject.

Basically, our activities lie in the area of community involvement in community safety and security. Our philosophy is that bolts and locks and communications and electronics are great and they can help and they can lay the foundation for safety, but they aren't the total answer to security in and of themselves. We have got to work through human beings, organizing human beings to care about their neighbors and about their neighborhood, to become involved in what goes on in the neighborhood and feel a sense of identification with what is going on in the neighborhood. And without that, all the bolts and locks in the world won't amount to a thing.

Now, how do we do it? We organize citizens into community groups for special purposes and programs. We help organize block patrols, we help organize building patrols, we help organize neighborhood patrols. We help organize auxiliary police. We help people sign what we call a house watch, or an apartment watch contract, which is a piece of paper that has no legal significance, but has some moral weight, in which they say they will be concerned about the family that lives on their right and on their left, whether they are in the apartment house or on the block. It is a piece of paper that says, "I am my brother's keeper, I will be involved, I will be concerned, I will act in an intelligent way to promote the total good in the neighborhood."

There are a whole host of individual programs that we have undertaken to promote this sense of involvement and caring and identification with the other guy, but basically, that is the guts of our program.

Ron, would you like to elaborate on that?

Mr. Convers. Pardon me. Would you, Congressman Scheuer, be willing to submit in writing for inclusion in this record, some of the kinds of programs your organization has been engaged in, so that we might compare specifically your programs with the kinds of activities that are contemplated under this legislation?

Mr. Scheuer. We would be happy to.

Mr. Conyers. Thank you.

Mr. Cook. Now, I need a little clarification, Mr. Scheuer. The activities you just described would seem to be more or less local in nature. As I understand it, you represent the National Alliance for Safer Cities.

Mr. Scheuer. We work through local alliances here.

Mr. Cook. In other words, you and your New York office don't plan a neighborhood patrol for Los Angeles?

Mr. Scheuer. Indeed no. We have Los Angeles Alliance and Hous-

ton Alliance and alliances in 10 or 12 major cities.

Mr. Brown. Maybe I can assist in dealing with that question. I didn't hear Mr. Scheuer's testimony this morning, but I think that a little brief history of the organization might be helpful in this regard.

The national organization is an umbrella organization which came into being several years ago at a time when we were concerned that the entire area of criminal justice was going to be preempted by those bent on repression and we thought it vitally important that organizations which had demonstrated a social conscience in the past get into the area of administration of justice and the law-enforcement system, in order

to make sure there was some balance in the approach.

We sought to involve organizations with a national reputation and structure and were successful in organizing some 70 of those groups into the alliance. These ranged from religious groups to civil rights groups, to groups which had been involved in criminal justice before, some of the major organizations from the private sector in the country, and it was our hope that we could get those groups to address more of their time and resources to questions of criminal justice as well as attempting to organize alliances on the local level through local chapters of those national organizations. Those groups would then do the kind of programing Jim has referred to.

So the National Alliance is an umbrella organization which seeks to provide technical assistance to organization and to develop program ideas and identify problem areas that the local alliance is going to

address.

Mr. Rangel. If counsel will yield, the National Alliance for Safer Cities is not a subcommittee; that is the total umbrella you are talking about?

Mr. Brown. That is correct, the organization is an umbrella.

Mr. RANGEL. And the National Alliance was created in order to give

some input as relates to the criminal justice system.

Mr. Brown. Yes; that is correct. To give some input and give some direction to those major national organizations that had not theretofore been involved in criminal justice.

Mr. Rangel. That is not reflected by the name of the organization.

Mr. Brown. I suppose it is not.

Mr. Cook. Let me see if I understand it. The National Alliance is made up of national organizations, national in scope, and then in turn you encourage the national organizations to organize local groups through their—

Mr. Brown. Through their local chapters.

Mr. Cook. Such as a labor union, the National-

Mr. Brown. For example, the National Urban League would encourage its local affiliates to participate in local alliances. In Wash-

ington there is the Washington Alliance. Our local affiliate was encouraged, as were the American Jewish Committee and various church and religious groups encouraged to join the local alliance.

Mr. Cook. So it is likely a local organization would have many members, that most parent organizations would in turn be members of the

National Alliance?

Mr. Brown. That is correct.

Mr. Cook. How is the National Alliance funded?

Mr. Scheuer. Well, independently funded primarily through the American Jewish Committee. We get a great deal of staff help from

the Urban League-

Mr. Brown. It is really unfunded. What troubles the organization is a severe lack of funds. We have one national staff person full time and that has been one of the critical problems. We have been trying to use the resources of member organization as much as possible, but the funding has been tremendously limited.

Mr. Cook. You don't charge dues?

Mr. Brown. We do but they are nominal dues.

# B. POTENTIAL INVOLVEMENT OF NATIONAL ALLIANCE IN CRIME PREVENTION EFFORTS UNDER PROPOSED BILL

Mr. Cook. I see.

I will address this to either of you gentlemen. How would you see the position or the activities of the National Alliance, or the local alliances; how would they participate in the crime prevention efforts if this bill or a similar bill was passed? How would this bill affect your organization or your operation?

Mr. Brown. Under this bill, the National Alliance would help local groups or even create groups to become active in almost the identical kinds of community activities in which they have been already active,

but with the additional funding source of this bill.

Mr. Cook. In other words, you would not participate at all? Do you see any input of the National Alliance into, for example, under the bill, into the operation of funding these local organizations, local nonprofit

groups, as the bill might contemplate through the CRS?

Mr. Scheuer. We would help to organize local nonprofit groups where we have no local alliance and where there was a local alliance, we would help them apply for funds under this group, help them design programs, and we would help any neighborhood organization. We would hope to be a resource facility, perhaps in the administration of the bill, where we could help local groups affiliated with the Alliance and as well as those unaffiliated. If for some particular reason they didn't want to identify with us, we still would give them counsel and help in designing proposals, and in implementing proposals, for community and neighborhood activities under the aegis of this bill.

Mr. Cook. How long has your organization been in existence?

Mr. Scheuer. About 21/2 years, 3 years.

Mr. Cook. I notice in your statement you indicate there are 16 local alliances and of those 16, only 6 have been funded. Would you comment first on the number of alliances? Are plans in progress to organize more than 16? I notice your statement indicates alliances exist in some of the larger cities of the country—

Mr. Scheuer. Most of the larger cities. I would say 10 or 15 largest cities in the country all have alliances. We would hope as success breeds success, that the idea would spread and that we would have more local chapters. But in any event, under this bill, if local community activity for a neighborhood security is stimulated in a constructive, positive way, we would be happy with that. We don't feel that it is a be or end all, that every neighborhood group working in community safety in a positive way has to be a local alliance of the National Alliance. It goes without saying that we would be happy to help those who aren't affiliated.

Mr. Cook. Of the 6 that are funded, or considering that group, do they operate any differently than the 10 that are not funded?

Mr. Scheuer. No, but they have gotten some LEAA funds and are working on specific LEAA programs.

Mr. Cook. In other words, they are just entitled.

Mr. Scheuer. They are carrying on, we presume, a larger volume of activity, yes.

Mr. Cook. One last question, Mr. Chairman.

Your earlier statement regarding the three best kept secrets in the country with respect to the insurance and the other matters, has your organization either on a national basis or through the 16 local alliances,

taken steps to publicize those secrets.

Mr. Scheuer. We haven't taken steps to publicize it with the public. We have talked to our own member groups. One of the projects for which we would like to get LEAA funding would be a massive information program telling people about the availability of these very constructive Government programs. It is really ridiculous that the people all over the country, both in the inner city and outside, don't know of the availability of Federal crime insurance, and we would like to get LEAA funding to do that.

We have talked to them about it and hope something comes of it. I think after the passage of your bill, there will be very much greater likelihood we will get funding to carry on that type of activity.

Mr. Соок. Have you applied for funding under the new LEAA bill,

the one passed in August?

Mr. Scheuer. We have had many conferences with them, and the National—Ron Brown and I—and we have had some of our individual chapters funded with specific programs, yes.

Mr. Cook. Thank you, Mr. Chairman.

# 102. INABILITY OF LEAA TO PROVIDE ASSISTANCE

Mr. Conyers. Well, now, Congressman Scheuer, do you envision any duplicative processes, were this legislation to be enacted with the Crime Control Act in full operation that exists presently? That is to say, will we be doing a needless act to have the Community Relations Service function in terms of stimulating citizen and community activity in view of the fact that at least nominally that responsibility does repose in the Crime Control Act of 1973?

Mr. Scheuer. Well, LEAA has done very little of this kind of thing up to now, and it is certainly not because of the lack of clear evidence of need. Without questioning any bona fides, the fact they haven't done it up to now is significant. I don't say they don't want to do it

or won't do it, but somehow or other, the pressure is on LEAA for hardware, and the history of the Safe Streets Act is that they get money out there for new patrol cars for suburban sheriffs. The needs of the central cities have been downgraded and the nonhardware needs of law enforcement, the community relations needs, the human relations needs, however you want to describe it, have been even further downgraded.

Now, I can give you a comparable. Under title I of the Elementary and Secondary Education Act, you can carry on any kind of program. After several years of the operation of that, I put in an amendment setting up a bilingual education program. The Office of Education complained—we can do this under title I. Why haven't you done it under title I? Well, it was perfectly evident. There was no general

political pressure from the neighborhoods for it.

The same thing on the question of special education programs for kids with special learning problems, children who are perhaps mentally retarded or emotionally disturbed. And we kept pushing them to do something. There was so much pressure in the neighborhood for general education assistance, that the kids with special education problems never got taken care of. So we had to create a special division in the Office of Education for kids with special learning problems. Then they got some care and attention because the need was focused, the reponsibility was focused.

And that is the great thing that your bill does, it focuses the need and focuses responsibility and will create some people in the executive branch who have as their mandate to carry out these kind of programs.

#### 103. Possibility of Removing Community Relations Functions From LEAA

Mr. Conyers. Could it not come to pass that in the congressional wisdom, we might choose to separate out the functions of stimulating community and citizens from LEAA, and vest it into a component of the Justice Department that one might argue is more clearly charged with that responsibility to begin with? I mean, it is not drafted in marble, that if this bill were to become law, we should always have the LEAA stumbling along to prove that it is not dragging its feet on community and citizen activities and this operation moving along out of CRS. We could determine if it were successfully operationable in the first or second year, that this should be isolated, developed solely under this latter system.

Mr. Scheuer. That might well be a way to do it. For the first year or two, I would sort of like to see the involvement and input of both agencies. I would like to give the LEAA a chance to show their interest and concern and pick up the idea. There is great deal of money flowing through LEAA now. I would like to see them experience some success with these kind of programs, so that a substantial portion of LEAA funds would go not just to hardware, but to these kinds of community

involvement type of programs.

So at least in the initial instance, if it were feasible from the administrative point of view, I would like to see some joint input and sharing of responsibility, if it could be set up in an intelligent way.

Mr. Convers. In all fairness to LEAA, would it not be possible to surmise that after we have experimented with this legislation, we might

decide to improve and vest the entire operation into LEAA? There

could be compelling evidence to support that position.

Mr. Scheuer. I would still want to give CRS some kind of a role because I think they have something to contribute. They have been working at this for a long time and they have accumulated experience and insights that would be of benefit to the program. For a year or two, I believe CRS has an input to make, and for a year or two, I would like to see LEAA given the opportunity to do their thing in this area, which

they haven't done up to now.

They both express bona fides. I heard Mr. Ruckelshaus this morning express his interest in activities in this area. He is a talented person and maybe LEAA will be doing great things. I wouldn't want to close them off. I like to give them their chance to see what would happen, because we do know that they are getting massive funds through the Safe Streets Act, and if a respectable portion of those funds would be devoted to these kind of programs, I would like to see LEAA involvement.

Mr. Conyers. Before we recognize the Director of the Washington Bureau, Mr. Brown, I yield briefly to Mr. Barboza for any observations

or questions he would have.

104. Bureaucratic Problems Encountered by Citizens Groups

Mr. Barboza, Thank you, Mr. Chairman.

Mr. Scheuer, you have had a considerable amount of experience dealing with community groups directly, on a 1 to 1 basis. Do you feel there is any specific quality that a Federal agency dealing with a community ought to have? And before you answer, I would like to read you a brief quotation from an article taken from the recent hearings of subcommittee No. 5 on the Crime Control Act, entitled "Anticrime Politics." This, in a way, refers to the bureaucratic maze we heard about this morning:

The criminal justice agencies have the resources and the red tape mentality which allow them to push their proposals through the bureaucratic maze while community groups don't. Also, the restrictive Federal and local guidelines were designed to discriminate in favor of criminal justice agencies.

In your experience, do you find this is an accurate statement?

Mr. Scheuer. Yes. It is representative of what frequently goes

on. Not always, but frequently.

One thing that I would suggest, is a simplified form of application where you have small grants to a local community group of some kind. When we set up the Environmental Education Act, sponsored by myself and Congressmen Brademas, Meeds, and Reid, we had a short form of application, for applications up to \$10,000, that a group of high school kids could put together, or a neighborhood group. It was a very simple, abbreviated form that wasn't complicated, that wouldn't take a professional to do. Any person literally with a high school education could put it together.

And that made it possible for us to work not only with just the wellestablished establishment groups, the elite, longstanding community groups, but with new and responsive groups that are coming on the scene, many of them just organized by a bunch of kids or a bunch of parents, and it gives you a different kind of input. It puts you in touch

with a different kind of community person.

I would hope there would be something like that in your bill, so that a small group of merchants or tenants or parents, or even high school kids, could get together to do their thing and they wouldn't have to hire a Ph. D. to put together an application a foot thick. A very short form for applications up to x amount of dollars—\$5,000 or \$10,000 or \$15,000.

Mr. Barboza. Thank you, Mr. Scheuer.

I have no further questions.

Mr. Conyers. We have been, I think, enriched by the cross section of experience that you bring to this subject. We hope you will be watching our progress. Perhaps we will be lucky enough to have hearings initiated in the Senate. As you know too well from your own four terms here, Congressman, unless we have something going on the other side.

we are only conducting educative hearings.

But I think with the new responsibility of this subcommittee in terms of oversighting LEAA and this legislation, I don't think it is unreasonably optimistic to think that the attitudes toward community and citizen programs are going to be given new attention, and you and your organization, I think, will in some way share the credit for whatever luck we have in that direction.

Mr. Scheuer. You are very kind. We would look forward eagerly

to working with you.

I think your legislation embodies an idea whose time has come. I think we have found out, with all of the cries for law and order, with all of the cries for policemen on every block—which is absolutely impossible, with all of the cries for hardware and locks and bolts and technology, unless we can get people in the neighborhood involved

themselves, all the rest of it just isn't going to do the job.

This is an idea whose time has come. This is a well drawn bill, embodying a philosophy that is indispensable to effective law enforcement and I am convinced it will be picked up by the Senate side and it will be passed. And I want to congratulate this subcommittee for their foresight and their imagination in putting this bill together and bringing it to this pont.

Mr. Conyers. Thank you again.

Mr. Scheuer. I am truly grateful for the opportunity to testify. [The prepared statement of Mr. Scheuer follows:]

#### STATEMENT OF JAMES H. SCHEUER

Mr. Chairman, I am happy to be here this morning and I should like to thank you and the Members of this Subcommittee for this badly needed effort to formalize and acknowledge the need for citizen involvement in crime prevention.

I congratulate you on your splendid initiative to establish a Federal program to encourage and motivate greater citizen involvement. In my capacity as President of the National Alliance for Safer Cities I firmly believe that what is needed is well informed citizens—citizens whose demands for change, and responsible activities to produce that change, will be based on knowledge and experience rather than on emotion or prejudice. We seek to involve people in determining how the streets are to be policed and how justice is to be meted out in humane and constructive ways.

Mr. Chairman, your bill—H.R. 9175, the Community Anticrime Assistance Act of 1973—provides, in my judgment, the heretofore missing ingredient in crime control legislation. It acknowledges, supports and seeks to enhance the efforts of private citizens to reduce the incidence of casual, predatory crime in the various

communities throughout the country.

In New York City alone, literally hundreds of independent, uncoordinated citizen anti-crime organizations abound. Their forms are various-block associa-

tions, merchant groups, tenant organizations and youth patrols.

It is time, Mr. Chairman, that Government reward and encourage these efforts—for our data suggests that these groups do make a useful and vital contribution to community safety-that they do cooperate with law enforcement agencies and that this cooperation results in effective teamwork and not in vigilantism.

We do know that crimes are more often committed in poor neighborhoods. Evidence suggests that it is the poor against whom the majority of crimes are com-

mitted and who live with the greatest dangers and fears.

What we must begin to recognize is that for the poor, participation in voluntary organizations can be an added expense. A few dollars for coffee and cake in the lobby of a building for an apartment watching team can cost a significant amount of money to low-income people; money for baby-sitting can make the difference between success and failure of a community program.

For this reason, Mr. Chairman, in section 102—Grants, of your proposed bill, sub-section No. 4, I suggest that you include funds for training and minimal out-of-pocket expenses such as baby-sitting, refreshments, etc., in the recruitment of citizen preventive patrols for the purpose of patrolling apartment buildings.

neighborhoods and schools.

Additionally, in section 102, Grants, under sub-section No. 1, I am in hearty agreement with the effort this bill makes to establish programs to encourage the participation of industry, business, labor unions and other private enterprises in crime prevention efforts of the city and the neighborhood in which they are located.

This bill could encourage industry and labor to assist local groups in efforts to adopt and widen some already existing worthwhile legislative programs.

For example, in 12 jurisdictions and the District of Columbia in this country, low-cost Federal Crime Insurance is available. This seems to be the best kept secret in the Nation. Under the aegis of HUD, this program helps to maintain homes and small shops in urban areas which otherwise would be forced out of business.

In the same way, some of the States, such as New York State, have a Crime Victims Compensation Program—as little known as the Federal Crime Insurance

It should be the responsibility of the private sector, as well as Government and the public, to promote and make visible these worthwhile programs. These issues and others similar to them should be spelled out in section 102, sub-section No. 1. There are two major points I should like to emphasize at this time and that I

believe must be included in this bill.

First, the use of firearms by citizen crime-prevention groups must, at all costs, be specifically ruled out. We are interested in reducing the level of violence and terror and not in augmenting it.

Second, I wish to emphasize that the success or failure of public programs which concern themselves with any aspect of the criminal justice system must, of practical necessity, be collaborative with local law enforcement agencies.

With respect to the administration of this program, I am aware that both the Law Enforcement Assistance Administration and the Community Relations Service of the Justice Department are, at one and the same time, the responsible and appropriate agencies to oversee this important effort.

Because of the importance of this legislation, may I suggest that, for the first year at least, both agencies should provide input and oversight in administration

for both have different but important areas of expertise to contribute.

The Community Relations Service has vast experience in significantly administering and developing community relations programs, while the Law Enforcement Assistance Administration's past record concerning projects encouraging the States to develop programs for volunteers within the criminal justice system

is also encouraging and holds out much promise.

Mr. Chairman, the National Alliance for Safer Cities, which strongly supports your bill, has brought together 70 national and regional organizations of varying ideological hues. The members include the AFL-CIO, the National Businessmen's Council, the National Urban League, the American Jewish Committee, the Camp Fire Girls, the United States Youth Council, the National Catholic Conference for Interracial Justice, the United Methodist Church Board of Church and Society, the National Council of Puerto Rican Volunteers, the Southwest Council of La Raza, the United Auto Workers and many other civic bodies.

Groups with specific expertise in the criminal justice system are also included in the membership: the National Council on Crime and Delinquency, the Fortune Society, the American Social Health Association, Volunteers in Probation, the Vera Institute of Justice and Encounter and Odyssey House.

The diversity of member organizations is intentional; it is designed to foster the widest possible interchange of views, information and activities, thereby to deepen the participants understanding of the whole scope of the criminal justice

The National Alliance for Safer Cities is dedicated to reducing both crime and the fear of crime in America. This requires understanding that the present criminal justice system does not deter, detect, convict or correct, and will not become a real system without substantial public understanding or activity.

Under the auspices of the National Alliance 16 local Alliances in all parts of the country have been formed. Only six have been funded so far, but all have

already embarked on activities of one kind or another:

Alliance for a Safer Atlanta. Alliance for a Safer Greater Boston. Chicago Alliance on Shaping a Safer City. Cleveland Citizens Alliance for a Safer Community. Dallas Alliance for a Safer Community. Alliance for a Safer Houston. Dade County Alliance for Safer Cities. Alliance for a Safer New Jersey. Alliance for a Safer New York. Citizens Local Alliance for a Safer Philadelphia. Alliance for a Safer Metropolitan Kansas City. Alliance for Safer Arizona Cities. Greater St. Louis Alliance on Shaping a Safer Community. Alameda County Alliance for Shaping Safer Communities. Alliance for a Safer Washington. Metropolitan Greater Oklahoma Alliance on Safer Cities.

Mr. Chairman, we hope that in the very near future the National Alliance and the local Alliances will be taking on greater responsibilities and playing more meaningful roles-under the provisions of your constructive bill.

Mr. Conyers. Our next witness is the director of the Washington Bureau of the National Urban League, Ronald H. Brown. He is a member of the bar, formerly general counsel of the national office of the Urban League, and he has been extensively occupied with community activities across the years.

He has a prepared statement, which we will receive in the record, and we invite you to make any additional comments that you want,

Mr. Brown.

### TESTIMONY OF RONALD H. BROWN, DIRECTOR, WASHINGTON BUREAU, NATIONAL URBAN LEAGUE, INC., ACCOMPANIED BY ROBERT WOODSON, DIRECTOR, ADMINISTRATION OF JUSTICE DIVISION

Mr. Brown. Thank you very much, Mr. Chairman.

If it is all right, I would like to invite Mr. Robert Woodson to sit with me at the table. Mr. Woodson is the director of the Administration of Justice Division of the National Urban League, a division that was formed approximately 3 years ago, initially under my leadership, to make sure that our organization began to address the problems of criminal justice.

Mr. Conyers. By all means, Mr. Woodson. Welcome to the witness

table.

Are you an attorney?

Mr. Woodson, No; I am not.

Mr. Brown. I would like to refer to my prepared remarks for the

purpose of the record as well.

Of course, it is with great pleasure I have the opportunity to appear before the committee. I think this is a most important piece of legislation, certainly a vital issue because it deals with participation of the community in crime prevention.

You are well aware of the history of 63 years of service to the community of the National Urban League, both through our national office in New York and our 101 affiliates around the country in 101 cities

throughout the United States.

In order to deal with the very problem of the community, we have a professional staff of more than 2,000 persons on the national and local level. This is augmented by a cadre of 25,000 volunteers, board mem-

bers and other volunteers, in the local urban leagues.

The National Urban League has a particular interest in the issue of community participation in crime prevention because of the impact of crime on the black community. As you have been told, it has been fact for a long time, black people are four times as likely as white people to be robbed, twice as likely to be assaulted and four times as likely to be raped. Crime is a deadly reality that drains the energies and vitality of our neighborhoods and fills its streets with dread.

While the basic causes of crime, namely poverty, racism and economic exploitation need to be resolved before meaningful change can occur, some effort has to be directed toward providing symptomatic relief for the victims of crime. People must feel safe to be in or leave their houses and to develop and maintain their own economic security, that is, traveling to and from jobs or to participate in training and/or

social programs.

The criminal justice system is intended to be the bulwark against crime. Yet suspicion, fear, and disrespect of that system abounds within the ghettos of this Nation. We must ask ourselves why these attitudes and feelings get acted out against the policeman who represents the first line of defense against crime. A young black facing the uncertainty of arrest often prefers to conduct "court" on the streets with the arresting officer than face the uncertainty of arrest. As we have seen all too often in the past, other citizens may choose to relegate their role to that of indifferent observer. The policeman's job is thus made more difficult as he is often viewed with contempt by those he is sworn to protect.

The conflict between police and community is further exacerbated by the fact that the policeman is compelled to enforce private morality that masquerades as law; these are called victimless crimes. The black community is acutely aware of the inherent contradiction of the criminal justice system acting as moral arbitrator. This becomes increasingly apparent to the community, when we look at the gross disparity

in sentencing between whites and nonwhites.

We recognize that too often the black comunity has not participated in any significant degree in the design, development, and implementation of criminal justice programs. This fact is illustrated in the very limited participation of blacks and other minorities in the National Commission of Criminal Justice Standards and Goals. If the Federal Government through this proposed legislation is going to require—

as in section 103 subheading (b) 1—satisfactory assurances that applicants for grants involve the disadvantaged and black, it must first demonstrate its willingness to so involve minorities on such prestigious and important planning bodies.

In designing programs to deal with the problems of crime, the National Urban League has sought through its administration of justice program the direct participation of the black community in a

broad range of activities within the criminal justice field.

In the area of increased minority participation in law enforcement in the various police departments, over the past year our law enforcement recruitment project in cooperation with the Law Enforcement Assistance Administration, was responsible for the recruitment of 3,600 minority police officers in three major impact cities.

Mr. Conyers. Which three cities?

Mr. Woodson. Cleveland, Newark, and— Mr. Brown. We will provide the information.

Mr. Conyers. Detroit is not one of them.

Mr. Rangel. New York is not?

Mr. Brown. New York is not. We are being refunded to operate in three more cities this year. Those cities have not yet been selected, but we will get the list of the names.

Mr. Rangel. Perhaps you could share with the committee your techniques, because we have a very difficult time in the city of New

York.

Mr. Brown. There are of course many problems. Testing, is one and the list system another. There has been some litigation about how to cope with that problem. One of the suggestions we have made and the courts have made is to have a dual list and go one to one from each list. There are other solutions we would be glad to share with the committee.

As well as that problem, with which we have had some success, but not as much as we would like, we think we could have a lot more with additional resources and, as I indicated, we are in discussion with LEAA now.

We have had the opportunity to run a training program for corrections officers on Rikers Island, which is a New York City Detention Center. This is a significant program because it marks the first time that any civil rights, social service organization has been permitted inside that kind of facility over an extended period of time. We were actually on Rikers Island with our staff for a year. We trained every new New York City correctional officer that went through the system, and we trained a good number of high-ranking officials within that system.

Mr. Convers. Does that include the police officers?

Mr. Brown. No; correctional officers, working in the prisons.

Mr. Conyers, I see.

Mr. Brown. We feel confident that it is that kind of input in that program that was responsible for the establishment of the Correctional Officers Academy which now has just been established in New York City.

At the community level, National Urban League's community assistance project is a pilot project in Chester, Pa. The project has realized successes in pretrial diversion. The community-based staff,

including ex-offenders resolves family disputes and neighborhood conflicts through arbitration. Thus, local police are removed from the moral arbitrator role. Since 50 percent of all police homicides occur as a result of such intervention this activity is of utmost importance.

The community assistance project also sponsors parolees, offers bail, and investigative service for defendants as well as victims of

crimes to insure that justice will be served for both parties.

This was a program conceived to meet the needs for early intervention in the criminal justice system. When we attempted to look at some of the problems the people faced in entering that system, it was clear to us the major problem was at the early point, that black and poor people were not receiving proper legal representation, they did not have access to bail moneys and, consequently, we had a disproportional proportion of blacks in prison.

One of the ways to address that was to intervene in the system early

to make sure they never got to the system in the first place.

Mr. Conyers. Excuse me. It is with a great deal of reluctance I interrupt your statement to advise you that we are being summoned to the

floor of the Congress.

I have talked with Mr. Rangel and we have both agreed that we would prefer you to continue your testimony. When this committee next meets on this legislation, we will have you as our first witness. We do not have a date certain for our next hearing, but through our counsel, we will stay in touch with you.

We will keep your statement in the record, but we would like you to come back for your additional comments, and I am certain there will be questions by the committee members, because I think you raise a number of extremely important considerations that have not been dealt with thus far in the hearings.

If that is not an inconvenience to you, we would like to re-invite you

to come before the committee.

[The prepared statement of Mr. Brown follows:]

STATEMENT OF RONALD H. BROWN, DIRECTOR, WASHINGTON BUREAU, NATIONAL URBAN LEAGUE, INC.

Mr. Chairman, on behalf of the National Urban League, I wish to express our appreciation for the opportunity to address this subcommittee on the vital issue,

of participation of the community in crime prevention. The National Urban League is an inter-racial non-profit, non-partisan community service organization which uses the tools of social work, economics, law,

and other disciplines to secure equal opportunities in all sectors of our society for black Americans and other minorities. We have a 63-year history of service. On the local level, the National Urban League has 101 affiliates located in 34

states and the District of Columbia.

Local affiliates serve as advocates of black and other minorities within their own localities, implementing programs determined by local communities to meet their needs. The National Office of the Urban League movement channel funds to the affiliates for operation of national demonstration projects designed to find unique solutions and answers to critical issues of national concern.

The skilled professional staff of more than 2,000 persons of the National Urban League and affiliates offices are supplemented by a cadre of some 25,000

volunteers.

The National Urban league has a particular interest in the issue of community participation in crime prevention because of the impact of crime on the black community. Black people are four times as likely as white people to be robbed, twice as likely to be assaulted, and four times as likely to be raped. Crime is a deadly reality that drains the energies and vitality of our neighborhoods and fills its streets with dread.

While the basic causes of crime, namely poverty, racism and economic exploitation need to be resolved before meaningful change can occur, some effort has to be directed toward providing symptomatic relief for the victims of crime. People must feel safe to be in or leave their houses and to develop and maintain their own economic security, i.e., traveling to and from jobs or to participate in

training and/or social programs.

The criminal justice system is intended to be the bulwark against crime. Yet suspicion, fear and disrespect of that system abounds within the ghettos of this nation. We must ask ourselves why these attitudes and feelings get acted out against the policemen who represent the first line of defense against crime. A young black facing the uncertainty of arrest often prefers to conduct "court" on the streets with the arresting officer than face the uncertainty of arrest, Then other citizens may choose to relegate their role to that of indifferent observer. The policemen's job is thus made more difficult as he is often viewed with contempt by those he is sworn to protect.

The conflict between police and community is further exacerbated by the fact that the policemen is compelled to enforce private morality that masquerades as law; these are called victimless crimes. The black community is acutely aware of the inherent contradiction of the criminal justice system acting as moral arbitrator, when they view the sentencing patterns of poor people as compared to the affluent. Three our of four car thieves are committed to prison for an average of three years; of those convicted of securities fraud, only 16% are sentenced to

jail, and then for an average term of one year.

We recognize that too often the black community has not participated in any significant degree in the design, development and implementation of Criminal Justice Programs. This fact is illustrated in the very limited participation of blacks and other minorities in the National Commission of Criminal Justice Standards and Goals. If the federal government through this proposed bill is going to require (as in Section 103 Subheading (b)1 satisfactory assurances that applicants for grants involve the disadvantaged and black, it must first demonstrate its willingness to so involve minorities on such prestigious and important planning bodies. In designing programs to deal with the problems of crime, the National Urban League has sought through its Administration of Justice Programs the direct participation of the black community in a broad range of activities within the criminal justice field.

In the area of increased minority participation in the various police departments, over the past year our Law Enforcement Recruitment Project in cooperation with the Law Enforcement Assistance Administration (LEAA) was responsible for the recruitment of 3,600 minority police officers in three major impact cities. That program has expanded to three additional cities this year.

In the area of Corrections—the National Urban League conducted a pilot demonstration project at Rikers Island, a New York City Detention Center, in cooperation with the New York City Department of Corrections. Using exoffenders in concert with minority professionals the League was responsible for providing over 1.800 man hours of in-service training for correctional officers, including the high ranking officers within that system. The result has been the establishment of the first Correction Officers Academy.

At the community level, National Urban League's Community Assistance Project is a pilot in Chester, Pennsylvania. The Project has realized successes in pre-trial diversion. The community-based staff, including ex-offenders resolves family disputes and neighborhood conflicts through arbitration. Thus, local police are removed from the moral arbiter role. Since 50% of all police homocides

occur as a result of such intervention this activity is of utmost importance.

The Community Assistance Project also sponsors parolees, offers bail and investigative service for defendants as well as victims of crimes to insure that

justice will be served for both parties.

These experiences of working cooperatively with the Criminal Justice System provides a background against which we make the following recommenda-

tions on House Bill 9175.

We heartedly endorse the intent of this Bill and applaud the efforts to render technical and financial support for the community's efforts to help themselves. For too many years the pathology within the poor and black community has been stressed, as opposed to offering support to the strengths that we of the National Urban League know exist.

We believe that the establishment of a community structure to coordinate all citizen programs should offer the necessary information and technical assistance including fiscal management aid and evaluation of program results to citizen groups. Such services can better be offered by established non-profit agencies (minority organizations where appropriate) who along with proven management capability have also a demonstrated sensitivity to the particular circumstances faced by citizen groups.

Therefore, the National Urban League recommends the following:

(1) Title I—Section 102—Sub-heading (b) 8 provides for "the establishment of community structures to coordinate all citizen programs." This responsibility should be removed from that of local government and be placed under the auspice of non-profit organizations-under Title II, Grants to Non-profit Private Agencies.

(2) On the issue of consumer participation: (Section 103—Sub-heading (b) paragraph (1) that provides for assurance of the involvement of disadvantaged and minority groups in the justice system. This section should be strengthened to make participation mandatory with the details of this requirement specifi-

cally stated.

(3) Under Title II, Grants to Non-profit Private Agencies:

(a) This section should also include grants to communities to conduct

pre-trial diversion programs

(b) Programs that directly involve youth in the planning, development, and implementation of activities geared to reduce juvenile crime and discouraging and/or preventing delinquent behavior must be included. This is of particular importance when we consider that in 1971, 45% of all arrest for major crimes were of youngsters under 18 years of age. Youth must be involved. The National Urban League has demonstrated its commitment to this principle when instituting a policy requiring all boards of directors of its affiliates, as well as the National board to be composed of 25% of youth.

Although the National Urban Leagues is a well established non-profit agency with a 63-year history of service, it recognizes that many neighborhood groups who are performing well, but who lack a formal organizational structure may be excluded from participation in this program. We, therefore recommend in:

Section 203—Sub-heading (a), that such groups that lack a formal structure with proven record, be allowed to apply for a grant with the provision that they have a sponsor who is a private, non-profit organization. This nonprofit sponsor will have administrative responsibility for no more than one year, or until such time that the citizen group is able to satisfy the director that they meet the minimum standard outlined within the legislation for nonprofit organization.

Mr. Chairman—We feel that House Bill 9175, is one of the most significant pieces of legislation in the fight against crime, for it holds the promise of not only providing financial assistance for citizen involvement, but it can also lend credence

to the necessity of that involvement. We urge your support of this legislation and pledge the National Urban League's commitment in carrying its purpose.

I thank you again for your attention.

Mr. Brown. Thank you very much, Mr. Chairman. We appreciate the opportunity. We understand voting duties and will be back when you next meet.

Mr. Conyers. Thank you very much.

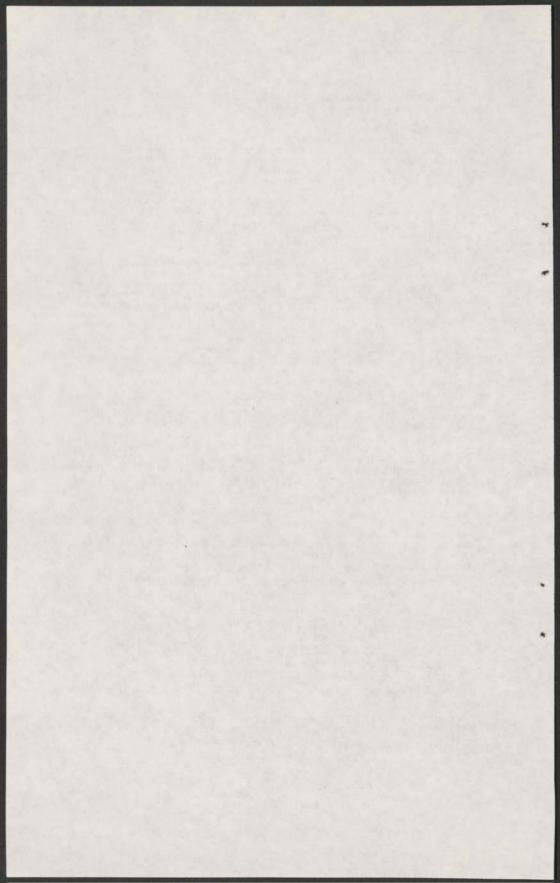
Mr. RANGEL. I would like to thank Mr. Brown for taking time out, and assure you that the larger attendance in our subcommittee will be beneficial to our committee as well as the Congress.

With your permission, I would like to insert your entire statement into the Congressional Record as well as the record of our subcom

mittee.

Mr. Brown. Thank you very much, Mr. Rangel. Mr. Convers. The subcommittee is adjourned.

[Whereupon, at 2:35 p.m. the subcommittee adjourned.]



# APPENDIXES

# APPENDIX 1

Brandeis University,
Lemberg Center for the Study of Violence,
Waltham, Mass., October 2, 1973.

Hon. John Conyers, Jr., Chairman of the Subcommittee on Crime of the House Judiciary Committee, Washington, D.C.

Dear Representative Conyers, Jr.: I would appreciate your assistance in obtaining a copy of HR 9175 Community Anticrime Assistance Act of 1973.

I am particularly interested in the provisions for the Community Relations Service to administer the program. I totally support the position that this program be free of LEAA because of LEAA's total dependency upon law enforcement agencies. I would suggest, however, that HR 9175 must contain provisions to insure that the Community Relations Service has greater independence than it now had.

Sincerely yours,

RALPH G. LEWIS, Ed. D., Associate Director.

STATE OF SOUTH DAKOTA,
STATE ECONOMIC OPPORTUNITY OFFICE,
October 3, 1973.

Hon. Peter W. Rodino, Member of Congress, Rayburn House Office Building, Washington, D.C.

Dear Representative Rodino: I wish to express my sincere support for the bill you are sponsoring (HR 9809) concerning improving police-community relations.

The far reaching good such a bill would produce is extremely important to our constituents in South Dakota, as well as the entire country. I hope your efforts are not fruitless and receive the attention a problem of this magnitude deserves.

If any draft copies of the bill are available we would appreciate receiving one so we can become familiar with the legislation and in a better position to provide supporting information to yourself or our own congressional delegation if the need arises.

I am looking forward to hearing more about this important bill and wish you success in its passage. I thank you for your time and attention on this matter.

Sincerely.

DAVID B. NEMO, Program Administrator.

Sterling Heights Police Department, Sterling Heights, Mich., January 4, 1974.

Hon. John Conyers, Jr., House of Representatives, Committee on the Judiciary, Washington, D.C.

DEAR SIR: I have received a copy of HR 9175, the bill to provide federal assistance to cities for the purpose of improving police-community relations, which was introduced by yourself. Having read the bill and the remarks which you made in the Congressional Record I find myself to be in agreement with your viewpoint. There are a few things, however, that I believe should be included in the bill.

(181)

First, I believe that the requirement for a population of 100,000 would be very prohibitive to our city. Presently the population of Sterling Heights is in excess of 80,000 and growing rapidly. It is estimated that by 1980 Sterling Heights will have a population in excess of 100,000.

Heights will have a population in excess of 100,000.

I hasten to add that the daily flow of workers to the various large manufacturing plants in our city gives an additional 10,000 persons to the population each day. Too often the workers are the victims of crimes such as auto theft,

larceny from autos, assaults, and robberies.

If the 100,000 limit is held fast we would not be eligible, and we do wish

to be involved in a program such as the one you have proposed.

Secondly, if grants were to be awarded to private groups, I would recommend that certain requirements be made of these groups. First and foremost, they should be required to coordinate with the crime prevention bureau of the police department in their area. This coordination. I feel, could make or break the entire program. I am sure you are aware that private groups acting in the community without entire police support would more than likely meet much resistance.

Another suggestion would be that any private group forming under a grant, should be required to review the operations of the Indianapolis, Indiana, Anti-Crime Crusade. I have personally seen this program in action and recommend it very highly as a guideline for private groups working with a police agency.

The Sterling Heights Police Department's Crime Prevention Bureau was formed under a federal grant from L.E.A.A. and was the fore-runner of other such programs in Michigan. The bureau has been in operation for almost three years. We have been working in the field, attempting to make the citizens aware of how they can protect themselves and their property from crime.

The bureau has been working to overcome apathy and to encourage citizen involvement. In many cases, the changing of attitudes has been most difficult. We feel that our Crime Prevention Bureau has accomplished a great deal in this

area.

When the Sterling Heights Police Department's Crime Prevention Bureau was founded by Chief Foltz, it had the direction to stop crimes before they occurred and to function as a preventive rather than a reactive unit. To this end, the Crime Prevention Bureau, with the cooperation of the citizens of this city, has been able to reduce the amount of crime considered "suppressable," that is, robberies, burglaries, larcenies, and auto thefts.

Should you or your staff require any information, please contact us. We will be more than happy to help. I would very much like to be kept advised of

the progress of this bill.

Sincerely,

Alan W. Savela, Crime Prevention Bureau, Administration Division. New York City Block Security Program

John V. Lindsay
Mayor
Donald F. Cawley
Police Commissioner

# How to protect your house or apartment. Safeguard Your Home

# Message from Mayor John V. Lindsay

This year New York City is putting 5,000 more police on the streets to fight crime. But more police cannot do the job alone. Alert and involved citizens and community groups are essential to our anti-crime efforts.

Throughout our City more and more local groups are sponsoring self-help security programs in cooperation with the Police Department. The City government has now committed \$5 million to encourage and support these efforts through a pioneering Block Security Program—the first of its kind in the nation.

This booklet will tell you how to safeguard your home or apartment to reduce the risk that you will be a victim of crime. It also tells you how to join with your neighbors to participate in the Block Security Program.

Crime prevention is everyone's business. Follow the simple suggestions in this booklet and you will be meeting your responsibility to make your home, your street and your community a safer place.



ghating

Burglary is a crime of opportunity. A door that is easy to open, a dark house, or an open window are opportunities to burglars. The more difficult it is to enter a house or apartment, the less attractive it is to a burglar. And burglary is more than a crime against your property. Regardless of what may be stolen and whether you are insured, it is a terrible feeling to have your privacy and your house violated by a burglar.

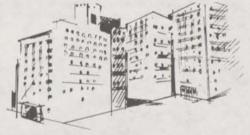
By thinking safe and taking some simple steps to secure your home, you can reduce the opportunity of crime and the risk to your family and property. So always think safe. Read this

book through carefully.



Take a careful security tour of your home and make a detailed check list of your security needs. This booklet will tell you how to correct each problem.



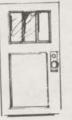


#### Start with the Doors

Every outside door of your house or apartment must be checked. If you have garage or cellar doors you must check them, too.

# 1. Door Panels

Glass or thin wood panels are dangerous and are an invitation to burglars. You should strengthen them by backing the glass or wood with metal sheeting that is wider and longer than the dangerous panel. For better looks but more money, plain glass panels can be replaced with reinforced wire glass, or a protective mesh grille can be fitted over the panels. Or you can replace your door with a solid core wood door, one and three-quarters inch





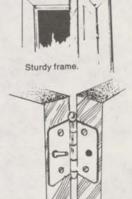
Glass paneled door.

Wood paneled door.

thick. It is the safest type. Sliding glass doors can be secured by placing a piece of wood or a piece of broomstick in the door track, and by installing more expensive high-security plastic or glass which is virtually unbreakable.

#### 2. Frames and Hinges

Regardless of how strong your door is, if it fits loosely in the frame, it can be pried open. Weak or loose fitting frames must be strengthened or rebuilt of steel or sturdy wood. If the building is old, and the frame hard to repair, then a special buttress-type lock should be used. (see page 11.) If the door hinges are exposed on the outside they must have non-removable hinge pins.

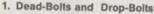


Non-removable hinge pin.

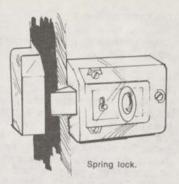
#### Now for the Locks

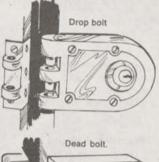
Each lock has two parts: the locking device and the cylinder. They are both important and can be bought separately to get the strongest combined lock.

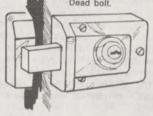
First, the locking device. Do not use spring locks on any outside door. Spring locks work simply by closing the door. They can be easily opened with a plastic card by a burglar and give you little protection.



Doors should be equipped with either a drop-bolt or a dead-bolt. These devices can only be locked with a key, unlike the spring lock that shuts with the door. A dead-bolt should extend at least one inch into its receptacle to prevent the lock from being forced open, while a drop-bolt is even better because it cannot be pried apart.



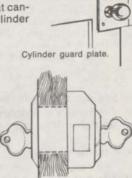




Now you must choose a lock cylinder to fit into the locking device. The cylinder should be highly pick-resistant. It should also be protected by a cylinder guard plate which should be secured to the door with round head bolts that cannot be removed with a screwdriver. It will prevent the cylinder from being removed or snapped.

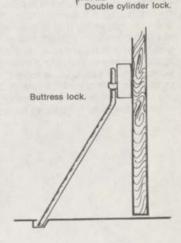
# 2. Double Cylinder Locks

Doors with glass or wooden panels can be protected with a double cylinder lock that can only be opened from the inside with a key. This prevents someone from breaking a panel and sticking a hand inside the door to open the lock. However, under the building regulations you cannot use this type of lock on either of the two exits required by law to be available in case of fire emergencies.



# 3. Buttress-Type Locks

If you live in an older building, the frame of your door may be very weak. If the frame cannot be strengthened or repaired, you should use a buttress-type lock, sometimes called a "police lock." This lock uses a long steel bar that fits into a floor receptacle and wedges against the inside of the door to prevent it from being pried open.



#### 4. Peepholes and Chain Locks

The installation of a peephole is inexpensive and simple. Buy a peephole lens and drill a small hole a half inch in diameter or less through the door. A chain lock is mounted on the inside and permits the door to open three or four inches with the chain still hooked. The chain will allow you to open the door to see your visitor before he enters, but chains can be snapped by a sudden hard push against the door. Use the peephole first to see who your visitor is, and then the chain lock to ask questions before you permit anyone to enter your house or apartment.

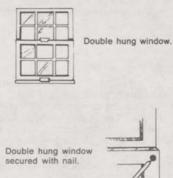
#### 5. Cellar Doors and Garages

Use a case-hardened steel shackle padlock with pick resistant cylinders.

#### Now for the Windows

All accessible windows need securing of some sort. This includes windows that can be reached from the street, a porch or terrace, a fire escape, or the roof. Basement windows are particularly vulnerable and should be secured with bars or heavy wire mesh. Once again, remember that, like a door frame, a window frame that is loose or weak should be repaired or reinforced if a lock is to be useful.

One window in your house or apartment must be easily opened as an emergency exit.

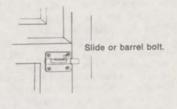


#### 1. Double-Hung Windows

Double-hung windows, the most common kind, often have a simple, crescent-shaped locking device that is poorly constructed and can be pried open.

Other window locks, like the friction latch and the rotating peg which slides into the path of the window as it is being opened, can also be easily forced. None of these should be relied on for adequate protection.

Double-hung windows can be secured in several different ways. The simplest way is to drill a hole through both the lower and upper window frames and insert a long nail in the holes, through both frames. Another simple way is to use a slide or barrel bolt that locks into the frame. A key controlled plunger that locks both frames closed and which must





be opened by a key provides better protection because it prevents the window from being opened even if a burglar breaks the glass pane. However, key devices cannot be used on fire exit windows.

#### 2. Casement Windows

Most casement windows have their own simple lever-type locking mechanism which cannot be opened from outside.

Make sure that locks and operating hooks are paint free and in good condition. If they are not sturdy they may be pried open.

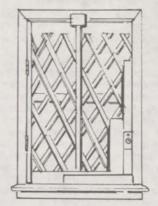


Casement window.

#### 3. Bars and Gates

For windows that are readily accessible, especially those at street level, it is advisable to install bars or gates for maximum protection. Of course, there must be at least one emergency exit in case of fire. For these windows, and those on fire escapes, the Fire Department has approved an accordion gate which can be quickly opened from the inside, but not from outside the window. This will stop intruders, while allowing for an emergency exit.

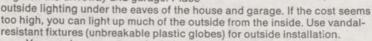
Special plastic (polycarbonate) and laminated glass that cannot be broken easily can also be used to strengthen windows. However, new window frames are sometimes needed before this high-security glass can be installed, making it quite expensive.



Fire Department approved gate.

# Lights On-The Safety Bargain

Lighting deters burglars by making them believe that you are at home, day and night. Burglars will rarely take the risk of entering an occupied house or apartment. For a house, install outside lights at the front, rear, and side so that you can see anyone approaching. You should also brighten the driveway and garage. Place



You can buy an automatic timing device for your house or apartment so that when you are away from your home your lights will be turned on when it gets dark. Even better, leave a small light on day and night, even when you are at home and asleep.



# Other Ways to Think Safe-Alarm Devices

There are two kinds of alarm systems: a local alarm which sounds only on the premises, and a central station alarm which is monitored at the office of a protective agency.

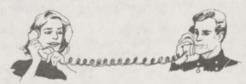
Alarms must be carefully installed and well-maintained. An alarm system can be wired to secure doors and windows throughout your house or apartment. Seek the advice of a licensed professional about ways to protect your home.

# THINK SAFE TO LIVE SAFE.

# How to Help Yourself and Your Neighbors

Report to the police whenever you are a witness to a crime. Don't wait to be a victim. Watch out for suspicious people or cars in your neighborhood. Know the addresses of your neighbors. Dial 911 for police assistance in an emergency situation and say "I want to report a crime in progress at . . ." Give address, and then, if you wish, give your name and the number from which you are calling. Describe as much of what you saw and who you saw. The police want to know the sex, race, clothing, build, and peculiarities (limp, scars, etc.) of any individuals. When you don't know, say so. It is much more helpful than a guess.

Remember, ONLY USE 911 FOR EMERGENCY CALLS.



# A Word About Crime Insurance

Under a new federal program, everyone in New York City can buy inexpensive, non-cancellable, easy-to-get burglary and robbery insurance for a home or store. The cost is \$80 a year for \$10,000 worth of residential protection. Commercial rates vary, depending upon gross receipts and kind of business, but they are equally affordable. No matter how many robberies or burglaries a policy holder suffers, his government policy will be renewed.

However, you must help yourself too. The government requires that you have solid locks on all entry doors and some kind of locking device on each window. If you follow the recommendations in this booklet for all doors and windows, you will meet the security standards for federal crime insurance. You can purchase this insurance from any local insurance agent or broker, and you can get additional information from the Crime Prevention Officer at your local police precinct.

# Joining Together For Safety

If you live in an apartment house, you and your neighbors must share the responsibility for the security of your building and for protecting each other. Protection for your own apartment is an important first step, but you must also be concerned about securing the common areas of your building which are open to all tenants: hallways, elevators, the lobby, and laundry room. It is essential that a sturdy lock be installed on the front door, that the door automatically closes and locks after it is opened, and that the door be kept locked at all times. To limit access to the building, a bell-buzzer system connected to each apartment is very effective to allow every tenant to know who is ringing his bell and to prevent tenants from admitting unidentified strangers.

Many citizens have already joined together to protect themselves and their neighbors. Some have formed tenant and citizen patrols with walkie talkie radios, or have raised money to install high-intensity street lighting on their block. More than 6,000 citizen volunteers have joined the Auxiliary

Police and the City now provides them with official uniforms and walkie talkies so that they can perform effective street patrol. Thousands of other citizens have been trained by their local precincts to serve as Block Watchers.

In order to encourage and support community self-help anti-crime programs, the City government is sponsoring a new Block Security Program. Block associations will be eligible to receive matching grants of up to \$10,000 from the City for the purchase and installation of security systems and equipment to improve the safety in apartment houses, in the streets and in stores.

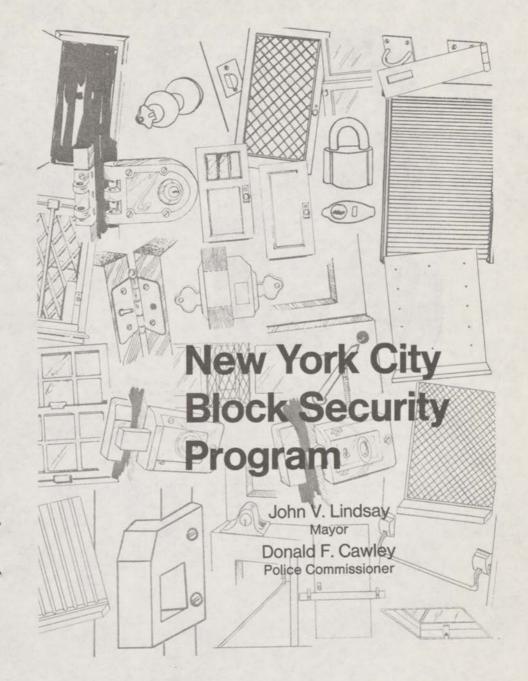
The City is also spending \$40 million to install high intensity street lighting on 2,800 miles of streets in all five boroughs. Each of the City's 62 Community Boards has been allocated \$162,000 to finance the upgrading of lighting on residential and commercial streets in each planning district. Your block can get this bright lighting at no additional cost by contacting your local Community Board.

Crime prevention is everybody's business.

If you are interested in forming a block association or tenants security group, or if your community organization is interested in advice and funding for security programs, contact the Crime Prevention Officer at your local police precinct. He

will work with you to identify your security needs and assist you in planning a crime prevention program for your building, block or neighborhood.

e fules for safety:	papers or mail pile up outside the door.  7. Don't tell strangers when you'll be out.	8. Keep an eye on your neighbor's property. Know his address, 9. Don't keep extra valuables in the house.	<ol> <li>Report anything suspicious to the "911" police emergency number.</li> </ol>	s people you work with about es at the local police precinct.	
Follow these ten simple fules for safety:	2. Leave some lights on when you leave the house.  3. Lock the windows before you go and	Don't let strangers in.     Don't ever leave a key under the doormat or hidden anywhere else	6. Don't let burglars know when you're away. Don't let milk, news-	Tell your friends, meighbors, and the people you work with about this booklet. They can get free copies at the local police precinct.  THINK SAFE TO I IVE SAFE	Paid for with private fonds





gh. Ling

This year New York City is putting 5,000 more police on the streets to fight crime. But more police cannot do the job alone. Alert and involved citizens and community groups are essential to our anti-crime efforts.

our anti-crime efforts.

Throughout our City more and more local groups are sponsoring self-help security programs in cooperation with the Police Department. The City government has now committed \$5 million to encourage and support these efforts through a pioneering Block Security Program—the first of its kind in the nation.

This book will tell you how to organize a block association; how to develop a block security program and how to choose security equipment. The information in this book will help you and your neighbors to reduce the risk that you will be victims of crime.

Crime prevention is everyone's business. Follow the simple suggestions in this book and you will be meeting your responsibility to make your home, your street and your community a safer place.

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#### ORGANIZING A BLOCK ASSOCIATION

"New Yorkers have discovered what they themselves can do. Through the initiative and energy of block associations we are improving the quality of New York's neighborhoods."

Mayor John V. Lindsay

The Block Security Program may be an effective way to get people in your area to organize a Block Association for the first time. Listed below are some suggestions which have been helpful to other groups in building strong local organizations.

Each applicant association is required to have formal by-laws and dues. A sample set of by-laws is included at the end of this section.

The Block Association's Security Plan should be discussed with as many residents of the area as possible so that they are aware of the proposal and have an opportunity to make their suggestions before it is submitted to the members of the Block Association for formal approval. In reviewing applications for Block Security Plans, the Police Department will consider the representativeness of the Block Association and the extent of resident support for the plan.

#### WHAT IS A BLOCK ASSOCIATION?

What happens when people in a community get together? When you organize your block?

Miracles can happen - your block can:

- · Create a sense of pride in your neighborhood as you get to know each other and rally around a community project or program.
- . Initiate a wide variety of neighborhood improvements projects - and see things really change on your block.
- · Improve city services and speed up the delivery of services for everyone who lives near you.
- . Lay the framework for a new system of neighborhood government where every individual has a greater control over his environment, and where New York City residents determine the future of the communities where they live.

#### HOW TO GET STARTED

You can begin your block association with only a few people who care about the block and want to improve it. The first steps to organizing your block are:

- · Contact a few families and set up an informal meeting in someone's home.
- · Find a leader, a temporary chairman to get your group started.
- · Form a temporary steering committee to organize your block association.
- · Develop several realistic projects and put them into operation immediately.
- · Elect permanent officers as soon as you have a solid core of members. Adopt a simple constitution or by-laws.

Make your meetings informative, interesting and not too long to attract the interest of the block

- · Choose a comfortable meeting place on or near your block such as a school, church, community center or a large living room in a member's home.
- · Publicize the meeting with fliers, posters and word of mouth at least one week in advance.
- · Invite guest speakers to talk on such issues as safety, housing, and sanitation.

#### PUBLICITY IS IMPORTANT

The more people who know about your meetings and projects the better. Effective methods for publicizing your activities include:

- · Fliers distributed on the street in mornings and evenings, slipped under doors, posted in elevators and lobbies
- · Posters mounted in home and store windows and on lampposts, street corners and subway en-

.

- . Don't litter with notices. Take notices down after the meeting.
- · Press releases sent several weeks in advance to local newspapers and radio stations, and neighborhood church and civic newspapers. Contact the Office of Neighborhood Government at 51 Chambers Street, New York, New York 10007, 566-3600 for neighborhood and foreign language newspapers in your community.

#### HOW TO RAISE MONEY

Funds for block association activities can be raised through membership dues, fund-raising events and donations from residents, landlords and local businessmen.

- · Membership dues often increase members commitment to the association as well as provide cash for projects.
- · Fund-raising events can include:

Block parties Cake sales

Bus outings

Raffles

Recycling programs

· Explain your program to the owners of stores and buildings in the neighborhood and ask for their support in the form of contribution of money and materials.

#### ASK FOR HELP

- · Get advice from a neighborhood block association
- · Find out if there is a federation of block associations covering your area and get in contact. When block associations get together, they gain power and become a stronger civic force.
- · Contact the Office of Neighborhood Government, 51 Chambers Street, New York, New York 10007, 566-1160

# Sample Block Association By-Laws

The by-laws are the rules of your block association designed to give your organization permanence and structure. Parts can be changed for your special purposes. Remember that written by-laws are required for participation in the city's Block Security Program. All important questions, especially those involving money, should be discussed and approved by a majority of association members attending an open meeting.

For participation in the Block Security Program, the Security Plan must be reviewed and approved by the association in accordance with its by-laws.

- 1. NAME: The name of this Association shall be ....
- PURPOSE: The purpose of the Association shall be to promote a better community through group action, (with such specific goals as the members may set).
- MEMBERSHIP: Any person residing on \_\_\_\_\_\_ is eligible for membership.

   MEMBERSHIP: Any person residing on \_\_\_\_\_ is eligible for membership.
- DUES: Annual dues shall be \_\_\_\_\_ and shall be renewable each \_\_\_\_\_.
- OFFICERS: The officers shall be President, Vice President, Secretary and Treasurer. They shall be elected by the entire membership in (semi-annually or each year).
- COMMITTEES: The majority of members in any meeting may set up committees to deal with continuing problem areas or for special purposes. (Committees may be appointed by the President or elected by the group.)
- EXECUTIVE COMMITTEE: The officers and chairpersons of standing committees shall become the executive committee. This committee will call special meetings, take action between meetings as instructed by the membership, and deal with emergency problems.

- MEETINGS: Meetings shall be held on a regular basis and at a time and place of convenience to the largest number of members. Meetings shall be called and members notified at least one week in advance.
- QUORUM: At least 20% of the membership must be present to conduct official business.
- VOTING: A majority of voting members present can approve any action, resolution or instructions for the Executive Committee.
- AMENDMENTS: The by-laws may be amended at any regular meeting. Members must be notified one week in advance of the proposed amendment and two-thirds of those present and voting must approve the change.

#### **Functions of Officers**

President: Presides at meetings and is generally responsible for seeing that the goals and purposes of the association are carried out.

Vice President: The assistant to the president who also serves in the president's absence.

Secretary: The officer who keeps minutes of the meetings and records all votes and decisions.

Treasurer: The officer who keeps financial records, manages the association's bank account, and presents regular reports at meetings.

Committee Chairpersons: Persons appointed by the president or elected by the group for specific program areas such as security, health, sanitation, meeting arrangements, or special events. The Block Security Officer would be the logical chairperson for the association's Security Committee.

#### **BLOCK SECURITY PROGRAM**

### **Program Guidelines**

April 19, 1973

#### ISSUED BY THE BLOCK SECURITY GUIDELINES BOARD

Mayor John V. Lindsay established the Block Security Program within the Police Department by Executive Order No. 79 issued on April 9, 1973. The Program is financed by \$5 million authorized in the 1973-74 Capital Budget. The Mayor appointed the Block Security Guidelines Board to promulgate policy guidelines for this Program. The Board has adopted the following guidelines for the program's first phase operations, which will involve the acceptance by the Police Department of applications for Initial funding from eligible groups between June 4 and July 30, 1973. Based on the response and the recommendations of the Police Department, the schedule for a possible second phase will be announced in July.

#### I. ELIGIBLE GROUPS

Applications can be filed by block, civic, neighborhood, tenant and business associations who meet the following requirements:

- 1. Block and Neighborhood Associations: There must be at least 35 adult members (18 years of age or over) representing different households in the same geographic area. Membership in the association must be open to all residents of the geographical area. The association must have a written set of by-laws, at least three elected officers, collect dues on at least an annual basis, and hold regular open meetings for all residents of the area.
- Tenant Associations: The same organizational requirements are required. Only residential tenants, and not commercial tenants, are eligible. A tenant association can represent a single building or a group of buildings, in public or private housing, so long as there are at least 35 adult members from different households.
- 3. Business Associations: The association must include at least 24 business establishments at street level or on the second floor, with an entrance leading directly from the street. The same organizational requirements of by-laws, officers, dues, and open meetings are required.
- 4. Geographical Area: The minimum geographical area that must be covered by an association is both sides of one city block. Only one block, neighborhood or tenant association representing an area can qualify for funds under this program. A business association can overlap with an association of residents, but only one business association can qualify for a single geographical area. Where a tenant association in a multiple dwelling and a block association on the same block both apply, they can only qualify for a single contract. The

local precinct Commanding Officer has the discretion to accept an application from a tenant association in a single building if there is no other applicant from the block.

- Special Purpose Security Functions: Where an organization performs special purpose security functions, such as patrol or escort services, it can be funded in addition to other associations in the same geographical area if there is no conflict in the programs.
- Organization Date: Any association is eligible for first phase funding under this program so long as it is organized before July 30, 1973.

#### II. PERMISSIBLE PURPOSES

Block Security Program funds can only be used for specific purposes that improve the overall security of the geographical area involved.

- Outdoor Areas: Funds can be used for improvements in outdoor areas which are publicly accessible, such as lighting, gates and fences.
- Multiple Dwellings: Funds can be used to increase security in the common areas of multiple dwellings with four or more units. This includes measures to safeguard building entrances and exits, lobbles, hallways, elevators, and service areas, as well as apartment doors that open onto hallways and public areas, and exterior windows.
- Business Associations: Funds can be used to safeguard outdoor areas and exterior doors and windows of individual stores, including the financing of alarm systems for stores.
- Patrol Programs: Funds can be used for equipment for patrol and escort programs that operate in outdoor public areas or the common areas of multiple dwellings.

- Prohibited Purposes: No program funds can be expended for the following purposes:
  - a. Compensation of Personnel: No compensation of any kind will be allowed;
  - Overhead Costs: The overhead costs of the association (postage, stationery, rent) will not be funded;
  - c. Private Residences: No security improvements in private residences of up to three units will be funded;
  - d. Street Lighting: The installation of high-intensity street lighting in City-owned lampposts will not be funded under this program. The 1973-74 Capital Budget includes a separate \$10 million program under which each Community Board can allocate funds for such lighting improvements within its planning district;
  - e. Weapons: No weapons of any kind will be funded;
  - f. Watchdogs: Funds cannot be used for watchdogs.
  - g. Automobiles: Funds cannot be used for the purchase, rental, maintenance, or servicing of any automobile. The Association is prohibited from using any such expenses as part of its matching share.

#### III. MATCHING REQUIREMENTS

- Matching Formula: Program funds of up to \$10,000 are available to eligible associations according to the amount of matching funds, committed by the association. The City will match association funds on a:
  - a. 9-to-1 basis for the first \$500 of approved costs (\$450 City to \$50 association);
  - b. 4-to-1 basis for the next \$5,000 (\$4,000 City to \$1,000 association);
  - c. 2-to-1 basis for funds above \$5,500 up to maximum City contribution of \$10,000 in any single year (\$5,550 City to \$2,775 association)

To qualify for the maximum \$10,000 contract, the association must provide \$3,825.

- Minimum: There is no minimum program amount. The 9-to-1 ratio applies to any amount under \$50 committed by an association.
- 3. Eligible Payments: The association's share must also be spent only for the permissible purposes listed under Section II, except that funds spent by the association according to an approved Security Plan for compensation of personnel and for improvements in private residences including one, two and three unit dwellings will be accepted as part of the required match. Only actual documented cash expenditures by the association during the

- fiscal year beginning July 1, 1973 will be accepted as the required match.
- 4. Timing: City funds will only be made available to the association for expenditure on a pro rata basis as the required match is actually produced by the association. No fund's will be advanced based on the association's commitment to raise the matching funds.
- 5. Deadline: After an association's program is accepted for funding, six months will be allowed for the required match to be raised. If the match is not produced, the association's program will be cancelled. However, where the association's match consists of regularly scheduled payments throughout the year for an ongoing service (such as a guard or alarm system), the association's program will not be cancelled if it continues to meet the regular payments according to schedule.
- Withdrawal: The Police Department is authorized to withdraw its approval of an application if, within a reasonable period, the association does not initiate steps to fulfill its commitments under the program.
- 7. Rental Increases: When the tenants in a multiple dwelling petition the landlord according to law to make certain security improvements and to increase their rent accordingly to reflect the cost, the increased rental payments during the July 1, 1973 fiscal year will be accepted as the associations match. These costs will be accepted as the association's match, since the tenants are voluntarily paying for these security improvements, with the landlord acting as a collection and contracting agent.

# IV. BLOCK SECURITY OFFICER

Any association that seeks to participate in the program must designate a Block Security Officer.

- Eligibility: The Block Security Officer must be a resident of the geographical area represented by the association, or the owner or employee of a business in the area covered by a business association. The Block Security Officer must be at least 18 years of age, and of good moral character as determined by the Police Department.
- Employment: No member of the Police Department, or civilian employee of the Police Department, or member of any other police force, can serve as a Block Security Officer. Auxiliary Police, Blockwatchers and employees of other City agencies are eligible.
- 3. Authority: The Block Security Officer has no legal authority on behalf of the City or the Police Department. The Block Security Officer will have responsibility to design the Block Security Plan, monitor its implementation, and serve as the association's Ilaison with the local police precinct and the precinct Crime Prevention Officer.

 Training: The Block Security Officer must successfully complete the training program conducted by the Police Department.

#### V. TRAINING

The Police Department will conduct a training program for applicants who wish to serve as Block Security Officers.

- Eligibility: To participate in the training program, an individual does not need to represent an existing association. However, if the training program in the first phase is over-subscribed, priority will be given to representatives of existing associations.
- Representation: An association can only send one representative to the training program as its designated Block Security Officer.

#### VI. BLOCK SECURITY PLAN

- Preparation: Following completion of the training program, the Block Security Officer will prepare a Block Security Plan for the area represented. The Crime Prevention Officer from the local police precinct will be available to provide technical assistance.
- Budget: The Block Security Plan will include a detailed budget for the security program, with the estimated cost of all liems, and the source of all cost estimates. The budget will also detail the purposes for which both program and association matching funds will be spent.
- Maintenance: If the security plan includes purchase or installation of any equipment that requires maintenance, the plan must specify what provision will be made for maintenance over a two-year period. Such maintenance costs are a permissible use of block security funds.
- Block Security Officer: Only associations whose Block Security Officer has successfully completed the training program and takes responsibility for implementation of the plan will be eligible.
- Approval: The Block Security Plan must be reviewed and approved by the association according to the procedures provided for in its by-laws, and copies made available to all interested residents.
- 6. Submission: The Block Security Plan will be submitted to the local Precinct Commander who will have primary responsibility for its review and evaluation. The Precinct Commander will recommend approval of plans to the Commanding Officer of the Police Department's Crime Prevention Squad, who will make the final decision or approval.
- Amendments: After approval of a Block Security Plan, the Block Security Officer can request that the plan be amended to reflect changes in estimated costs, additional local participants in the association's security program, or additional se-

- curity measures consistent with the approved plan. The Precinct Commander, with the concurrence of the Commanding Officer of the Crime Prevention Squad, can approve reasonable amendments of the plan.
- Structural Changes: Any elements of the plan that will require structural changes in a building or any other changes inconsistent with the provisions of any lease must include the written approval of the building owner or his agent, or must be contingent on obtaining such approval.
- Landlord Obligation: Block security funds can be used to finance any permissible security device or system and expedite its installation, regardless of other legal obligations to provide such equipment.

#### VII. ALLOCATION OF FUNDS

The 1973-74 Capital Budget includes \$5 million to initiate this program, including all administrative costs. For the first round of applications, \$4 million will be allocated city-wide for Block Security programs.

- Formula: Each police precinct with residential buildings will receive an allocation based solely on population, according to the 1970 census. Each precinct will have a minimum allocation of \$20,000. (Attachment A gives the precinct allocations).
- Precinct Allocation: Each precinct commander will recommend to the Commanding Officer of the Crime Prevention Squad how the funds available should be allocated among the applications he receives.
- Reallocation: The Block Security Guidelines Board can reallocate funds from precincts that do not use their entire authorization in the first round, and will also allocate uncommitted funds after administrative costs have been calculated.

#### VIII. SECURITY EQUIPMENT

 Minimum Standards: The Police Department's Crime Prevention Squad will set minimum standards for security equipment to be purchased and used under this program. Equipment not meeting those standards will not be funded by the City and will not be accepted as match if purchased by the association.

#### IX. TIMETABLE

The first phase of the Block Security Program will involve the submission of Block Security Plans for funding to local police precincts from June 4 to July 30, 1973. Plans received after July 30 will be held for the second phase selection and funding. There will be two training programs for Block Security Officers in this first phase to be held during May and June. Following the submission of plans in June and July, reviews will be conducted by the precinct commander and then the Commanding Officer of the Crime Prevention Squad.

#### X. FISCAL PROCEDURES

The Police Department will contract with a private fiscal institution to handle the disbursement of funds under the program. The Police Department will issue a Request for Proposal and accept proposals from various institutions. After the Police Department selects an institution to perform this function, it will submit a contract to the Board of Estimate for approval. The institution selected will fund only those Block Security Programs certified to it by the Commanding Officer of the Crime Prevention Squad in the Police Department.

The institution will sign a written contract with each association sponsoring a certified plan. No funds will be disbursed directly to associations. The fiscal institution will make payments directly to vendors upon the receipt of vouchers, certified by the local precinct, for the delivery or installation of equipment pursuant to an approved plan. The institution will provide the Police Department with monthly statements on the expenditures and balance remaining of each association.

# BLOCK SECURITY GUIDELINES BOARD

David Grossman, Chairman, Budget Director

Donald F. Cawley, Police Commissioner

John Mudd,

Director, Office of Neighborhood Government

D. Kenneth Patton,

Economic Development Administrator

Henry Ruth, Director, Criminal Justice Coordinating Council

John Zuccotti, Chairman, City Planning Commission

# CITY FUNDS ELIGIBILITY BY PRECINCT BLOCK SECURITY PROGRAM

Attachment A

Precinct	Amount	Precinct	Amount
1	\$20,000.	67	\$44,095.
5	\$27,583.	68	\$72,729.
6	\$28,065.	69	\$59,340.
7	\$31,033.	70	\$68,665.
9	\$44,542.	71	\$83,950.
10	\$20,057.	72	\$57,612
13	\$34,255.	73	\$47,911.
14	\$20,000.	75	\$83,925.
17	\$30,031.	76	\$35,960.
18	\$22,100.	77	\$54,689.
19	\$74,987.	78	\$27,945.
20	\$49,188.	79	\$54,357.
23	\$56,444.	81	\$33,050.
24	\$58,505.	83	\$73,505.
25	\$47,075.	84	\$20,000.
26	\$39,511.	88	\$32,027.
28	\$26,831.	90	\$64,568.
30	\$37,303.	94	\$32,735.
32	\$51,231.	100	\$23,422.
34	\$76,675.	101	\$26,214.
40	\$40,250.	102	\$42,961.
41	\$85,948.	103	\$79,748.
42	\$75,944.	104	\$53,073.
43	\$111,068.	105	\$110,871.
44	\$66,537.	106	\$74,904.
45	\$42,715.	107	\$81,876.
46	\$56,844.	108	\$37,520.
47	\$95,189.	109	\$88,128.
48	\$76,308.	110	\$98,006.
50	\$48,389.	111	\$77,029.
52	\$40,954.	112	\$93,270.
60	\$41,707.	114	\$112,360.
61	\$93,033.	120	\$72,501.
62	\$89,239.	122	\$62,003.
63	\$68,833.	123	\$20,000.
66	\$70,677.		

#### SECURITY MANUAL

The premise of the Block Security Program is that intelligent use of security devices and the increased involvement of local residents can reduce the incidence of crime. Criminals are opportunists and much of our emphasis will be placed on reducing the opportunity for crime. Criminals look for targets that offer the least risk and the greatest opportunity for an easy escape. This program will show you how to increase the risk and reduce the opportunity for the criminal.

This Security Manual will familiarize you with the design, the strengths, and appropriate usage of various security devices. This manual is not intended to be an encyclopedia of security devices or a commercial catalogue. It is meant to help you understand the types of protective devices available to deal with your specific security problems, and to choose the appropriate devices for your needs.

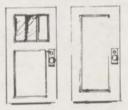
#### DOORS

The most common point of entry used by intruders is a door--often a rear or side door which may not be frequently used.

Often the type of door construction affords special opportunities for the criminal to gain access. Remember that no matter how elaborate some of the security devices are, the criminal will look for the weakest point. The following sketches and notes will enable you to recognize some of these hazards.

# Doors with wood or glass panels

Doors with glass panels are very vulnerable. A fifty cent glass cutter and a suction cup can make a handy hole in any glass panel in just a few seconds and in complete silence, so that a criminal can reach inside and open the lock to gain access. Doors with thin wood panels also offer the criminal the chance to kitk in or otherwise remove the panel to gain entry. These doors can be strengthened by backing the glass or wood panel with metal sheeting that is wider and



longer than the dangerous panel. Plain glass panels can be replaced with reinforced wire glass, or a protective mesh grille can be fitted over a glass panel. Another solution is to install a double cylinder lock that can only be opened from the inside by a key. The best approach is to install a solid core door.

#### Solid core doors

Solid core doors, or doors with a covering of metal sheet, are the best protection. For an exterior door, the wood core should be one and 3/4 inches thick. A solid door must be supported by a door frame in good condition.

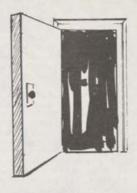
#### Peepholes and Chain Locks

A peephole should be installed on each entry door. Peepholes allow the occupant to see who is outside without opening the door. The installation of a peephole is inexpensive and simple. A wide angle lens should be purchased and a hole, a half-inch in diameter or less, should be drilled through the door. Peepholes are generally located approximately 4'9" from the floor. A chain lock is mounted on the inside and permits the door to open three or four inches with the chain still hooked. However, chains can be snapped by a sudden hard push against the door. The peephole should be used first to see who the caller is, then the chainlock to ask questions before a caller is permitted to enter a house or apartment.

#### Glass doors

Glass doors are vulnerable in a number of wavs, even when they are reinforced, laminated glass construction. One danger is that the hinging mechanism often allows a burglar to insert a screwdriver or jimmy under the door and force it up and off its hinge, or just high enough to ride over a locking bolt which extends into the floor. Some glass doors have a metal casing which is too narrow to accomodate a secure lock. Double doors, glass and others, should not rely on the strength of each other to be secured. Each door should be secured to the top and bottom of the door frame. It is also a particular hazard to leave any gap between the two doors which will permit a saw blade or off-set screwdriver to be inserted that can remove the lock or pry the doors apart.

9



#### Frame installation

Regardless of how strong your door is, if it fits loosely in the frame, it can be pried open. Weak or loose fitting frames must be strengthened or rebuilt of steel or sturdy wood. If the building is old, and the wooden frame is hard to repair, then a special lock should be used. Even if a door fits closely within its frame, it should have protective moldings covering the space between the door and frame that will make it difficult to insert saw blades or other tools. This molding will not thwart a burglar using a "loid", or celluloid strip from being inserted in the crack to open the lock. Only the proper locking device can prevent that.

#### Hinges

When hinges are exposed on the outside of the door they should always have non-removable hinge pins.

#### DOORS FOR STORES

#### Overhead doors

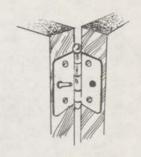
If the merchant is willing to forgo the advantages of exposed storefront windows, the installation of overhead doors provides excellent protection against vandalism and burglary. Corrugated metal doors or metal gates can be rolled up when the store is open and rolled down in fixed tracks when closed. Locks used to secure overhead doors should be heavy duty deadbolts fitted with pick resistant cylinders.

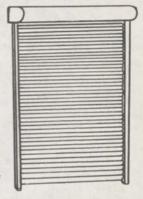
#### Ferry Gates

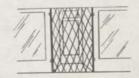
Ferry gates are a less expensive means of protecting a retail establishment. They may extend across a door only, the entranceway, show windows or across the entire facade. To be effective, ferry gates should run in tracks so that they cannot be pried away from the doorway. Slide tracks must be kept in good condition. Hinges should have non-removeable hinge-pins, and the lock mechanism protected with an armored plate to thwart manipulation.

#### Mesh and grilles

Grilles should be affixed to any glass door panels in such a way that they are not able to be removed







by unscrewing. One-way screws secured from within are desirable. The mesh should be of sufficient guage to resist cutting with any but the largest chain cutters.

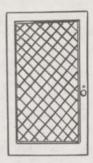
#### DOOR LOCKS

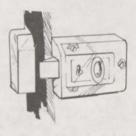
The lock attaches the door to its frame. If a criminal wants to break in, he tries to defeat the lock in one of three ways. First, by "loiding" it, or slipping the lock open by use of a plastic strip; second, by the use of force to jimmy open the door; or third, by picking the lock. There are different ways to guard against each of these three attacks, and each type of lock gives you a different kind of protection. You should choose the lock that provides your door with the greatest security. Most intruders are looking for the easiest opportunity. To pick a lock requires considerable time and skill and is usually the mark of a professional criminal. Jimmying only requires a heavy tool and the use of force, while loiding a lock is easiest and quickest and can be done by almost anyone.

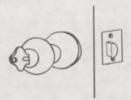
Each lock has two parts - the locking device and the cylinder. They are both important and can be bought separately to get the strongest combined lock. The locking device determines how easily the door can be opened by loiding and by force. The cylinder determines whether the lock can be picked open. The strength and fit of the door frame also determines how easily the locking device can be defeated.

First, you should choose a locking device. There is one basic rule: spring locks should not be used on any outside door. Spring locks are found extensively because of the ease with which they can be locked simply by slamming the door shut. Unfortunately, it is almost as easy to open a spring bolt from outside by using a "loid" or celluloid strip. Because the bolt must be beveled to allow the door to slam shut, the bolt can be forced back into the case by inserting a loid (such as a credit card or bank calendar) between the door and its frame. This is the easiest kind of lock to defeat and it provides virtually no protection. Protective plates over the door crack can easily be by-passed.

Key-in-knob spring bolts have the same weakness to loiding, and are also of weak construction







that allows them to be broken by a strong twisting force. Sometimes these locks have an added plunger that can prevent the main latch from being loided open. But the shortness of the bolt still makes it vulnerable to the force of a jimmy.

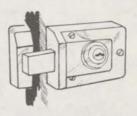
Dead-bolt and drop-bolt devices are preferable. Because these devices can only be locked with a key, and not slammed shut, they cannot be opened by a loid. The drop-bolt provides greater protection against the use of force because it engages vertical pins in a receiving plate. There is virtually no way the two parts can be separated or jimmied apart, so that it will resist force so long as it is properly installed on a strong door and frame.

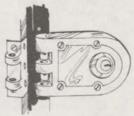
The security of a dead-bolt depends on the length of the horizontal bolt and the strength and fit of the door frame. If there is a gap between the door and the frame, and the bolt is not long enough, it can be pried open so that the bolt will slip out of its receiving plate. To protect against this, the bolt should extend at least one inch into the receptacle.

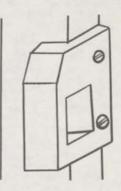
Once you have chosen a drop-bolt or dead-bolt locking device, you must check the cylinder. Only accept a highly pick-resistant cylinder. It is only important to make sure that the cylinder cannot be removed by force from the locking device. The cylinder can be recessed into the door, or mounted flush to guard against this. Some cylinders have beveled collars that are more difficult to pry out. But by far the best protection is to use a cylinder guard plate which is secured to the door with round head bolts that cannot be removed with a screw driver.

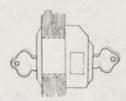
Remember also, that the best possible lock can be defeated if it does not fit closely with the receptacle (or striker plate) so as to leave room for door movement that makes it easier to jimmy. The plate should be affixed to a strong door frame by long screws so as to resist the force of a jimmy.

A door with glass or wood panels, that can be broken through, can best be secured with a double cylinder lock that requires a key to operate on both sides—inside as well as outside—instead of using the standard knob inside. This prevents an intruder from breaking a panel and sticking a hand inside the door to open the lock. It also prevents









a criminal who entered from somewhere else in the house from easily escaping through the door. However, under the building regulations you cannot use this type of lock on either of the two exits required by law to be available in case of fire emergencies.

Older buildings often have weak door frames that will not adequately resist the use of force. If the frame cannot be strengthened or repaired, a buttress-type lock should be used with a long steel bar that sticks in a floor receptacle and wedges against the inside of the door. This relies on the strength of the door instead of the frame. It is important that the bottom of the door fit closely to the floor, or have a molding, so that a flat spring cannot be stuck under the door to force the bar out of the floor receptacle.

Where a doorway in a public area must be available for an emergency exit, but not for an entrance, it can best be secured by a panic bar. It can be opened by a simple push on the bar from inside, but no lock is visible from outside.

A door that is not used and not needed for an emergency exit can best be secured by a heavy cross bar on heavy hooks. The bar should also be attached to the hooks by screws or nails so it cannot be lifted from outside by sliding a knife blade through the door crack.

#### Padlocks

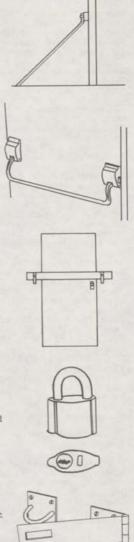
#### Key operated

When padlocks are used they should always be of heavy duty construction. Features should include a case-hardened shackle so that it cannot be sawed through. The casing should be of solid steel or be laminated. The cylinder should be pick-resistant and all identification numbers should be removed from the lock before use, to avoid the chance of someone duplicating the key.

#### Hasps

Hasps should be very securely bolted or screwed into place, so that the heads of screws are completely covered when the hasp is closed.

The placement of the hasp can make it more difficult for a burglar to manipulate the lock, and for this reason it is often advisable to place the hasp high up on a doorway.



### WINDOWS

Because windows by definition contain large sections of glass, they naturally impose a great security problem. Windows most vulnerable to attack are those situated on the first floor ( or otherwise accessible from the ground ), and windows leading to fire excapes. Less vulnerable, but still easily reached, are windows located over a canopy (as above a main entrance), and windows located on the top floor of a building that can be reached from the roof. One way to protect windows is by using unbreakable, transparent polycarbonate materials which look like glass but are very difficult to break. However, this material is quite expensive and therefore, not usually found in private residences.

The next section describes different types of windows and how to protect them.

### Double-hung windows

### Pins or pegs

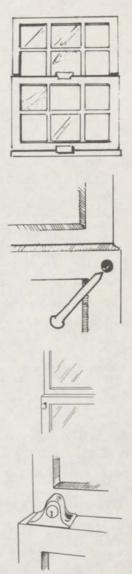
When windows can be opened by sliding one past another as in double hung windows, an excellent and extremely simple means of securing them may be the installation of a pin or peg right through the two windows. This can be extremely effective because the location of the pin may not be seen from the outside. Simply drilling a hole through both frames and inserting a heavy metal pin or long nail is all that is required.

### Thumb screws

A slightly more sophisticated protective measure is the installation of a knob or thumb screw operated plunger which enters a hole in the outside window, working much like a pin.

### Key controlled plungers

A more secure device is a key controlled plunger which operates like a pin but which must be opened with a key. Unlike pins or thumb screws, this device prevents the window from being opened even after the glass has been broken. It also denies an intruder a place to exit once he has gained access from some other point of entry. All three of these devices can be used to lock the window in a slightly open position, as well as firmly shut, by having an additional hole in



the outside frame. This can provide security while leaving an opening for ventilation.

Some of the most commonly found window locks do not provide adequate protection. The rotating peg, which slides a peg into the path of the window as it is being opened, can be easily forced or jimmied. The cam lock, widely used on doublehung windows in residences, secures the window in a closed position, but it too can be jimmied open if the window and frame are not strong and the lock is not firmly affixed with deep screws.

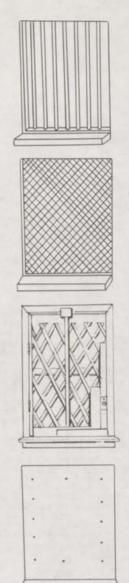
### Protective coverings for windows

Basement windows and those easily accessible from the street or backyard, are particularly vulnerable and should be secured by bars or heavy wire mesh. The mesh should be made of material at least 1/8" in diameter and should have openings of not more than 2". The mesh should be securely fastened to the window frame with roundhead steel bolts on the outside which cannot be removed from without. Bars should be made of steel not less than 3/4" in diameter. The centers of the bars should be placed not more than 5" apart, and they should be set back at least 2" from the edge of the brickwork.

Gates may also be fitted to windows and these should be affixed in much the same manner as ferry gates on doors. The gates should run in tracks and be secured with a heavy duty padlock and non-removeable hinge pins. Windows opening onto fire escapes, and those serving as secondary exits cannot be obstructed. The Fire Department has approved a special gate for this situation which can be quickly opened from the inside, but not from outside the window. This gate uses a keyless sliding lock that provides maximum protection against intruders, while allowing for an easy escape in case of a fire emergency.

When a window has been covered because it is no longer used it is important to remember that it may still provide a means of illegal entry. Dummy panels should be of heavy construction and be bolted securely to the brickwork or window frame with round head flush bolts which cannot be pried open or unbolted from the outside.

Transoms over a door can provide another means of access, even when the door beneath it has been carefully secured. All ventilation or air conditioning equipment installed here should be bolted in and made non-removeable from the outside.



Skylights often present a tempting opportunity to an intruder who may work from the relative security of a roof to use force to gain access through a skylight. A hasp or padlock, securely fastened is one method of preventing the skylight from being opened from either side. Bars, grilles or mesh can also be used to secure a skylight. Bear in mind that a burglar who has gone to the trouble of breaking through a skylight will be intent on thwarting any grille you have put in place. He will enjoy the relative privacy of your roof-top and will probably have tools with which to effect an entry. It is therefore important that these protective grilles be securely fastened.



### WALLS, CEILINGS, AND FLOORS

A determined intruder may even use a wall, ceiling, or floor as a means of access. This is primarily a problem for retail stores and need not be a major concern in ordinary homes and apartments. But the merchant who has taken great precautions to secure his own doors and windows may find that his efforts are defeated because his neighbor has not taken similar preventive measures and the intruder enters from the next store. The construction of some buildings includes party walls, partitions, or trap doors that can easily be broken through to permit entry that is unnoticed This is particularly appealing from the street. to the burglar because it not only minimizes the risk of early detection, but affords him the privacy of an unoccupied premises to work from. Solid building construction is obviously the best protection against such intrusion, though proper alarm devices can be used to warn against this method of entry.

### ALARM SYSTEMS

Alarm systems serve as both a deterrent and a security device. There are two types of alarm systems; local alarms which sound only on the premises and central station alarms which are monitored at the office of a protective agency.

A local alarm consists of a bell or buzzer which produces a loud signal on the premises whenever one of the intrusion devices detects the movement of a door, or window, or the breakage of glass. This is the simplest and least expensive type of alarm and can be installed quite easily. But it is

also difficult to maintain and can be subject to many false alarms. The deterrent effect of the local alarm is dependent upon the burglar's being intimidated and driven off by the noise of the alarm, and the extent to which the alarm will attract neighbors and passing police. Many local alarms have been poorly installed or are poorly maintained, resulting in frequent false alarms. Inclement weather triggers many of these alarms. As a result, in some communities the residents and police have grown tired of false alarms and may not respond promptly to a local alarm. It is essential that the system be well installed, carefully maintained and that prior arrangements he made with neighbors for their response if the alarm is activated. When purchasing any alarm system, deal with firms that have a verifiable history of quality installations, a reliable guarantee/warranty record and an established repair and maintenance program.

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A central station alarm system usually makes no sound at the premises but sounds an alarm at the remote location of the alarm company or a private guard service. Of course, this system can be used in conjunction with a local alarm that will also sound on the premises. A central alarm system is far more expensive than a local alarm since you are paying for the transmission lines and monitoring service as well as the equipment on the premise. Different types of alarm systems are available to meet particular needs, ranging from triggering devices that detect the movement of a door or window, to photoelectric cells that detect movement within the premise. The quality of installation and the maintenance program that backs up the system are crucial elements that must be studied prior to purchase of equipment. A maintenance contract must be purchased upon completion of installation of the system.

### SECURITY COMMUNICATIONS SYSTEMS

#### Closed Circuit Television (CCTV)

CCTV provides a technologically advanced means of providing visual surveillance in residential and business locations. A CCTV security and surveillance system should perform at approximately the same level as commercial broadcast receivers. Installation of CCTV in multiple dwellings can provide surveillance for common areas, such as

lobbies, elevators, laundry rooms, garages, detering crimes and helping to apprehend those who commit crimes. The effectiveness and operating cost of the system depends on the procedure for monitoring. There are two basic types of systems: closed circuit systems that are monitored in one location (lobby or guard room); and master-TV antenna installations that are wired into all apartment TV sets. Closed-circuit systems must be monitored on an ongoing basis by either a paid building security guard, a doorman, or a voluntary tenants patrol during the high-crime hours. A master-TV installation allows individual residents to take responsibility for their family, their neighbors and their building by monitoring their own television sets in their apartments. This is less organized, and less expensive, and can build a sense of community. But there is also a greater risk that no one will be monitoring the system or will take responsibility for suspicious behavior.

#### Intercoms

It is essential that a sturdy lock be installed on the front door of all multiple dwellings, along with a strong spring so that the door will automatically close and lock after it is opened. To limit access to the building, a bell-buzzer system connected to each apartment is an extremely effective way to allow every tenant to know who is ringing his bell and to prevent tenants from admitting unidentified strangers. All new buildings are now required to have such systems. Installing a new system in a building can be expensive if every apartment must be wired. The Telephone Company has developed a system that avoids this problem by connecting through the regular telephone wiring and working through the telephone in each apartment. The system is financed with a monthly payment in each tenants' telephone bill.

#### LIGHTING

Good lighting is a security bargain. Lighting reduces the opportunity for criminal mischief. Planning for adequate lighting involves three principles: an appropriate level of lighting should be provided for every area, lighting should be without excessive glare and beamy shadows should be avoided, lighting should be resistant to vandalism and easy to maintain.

It is extremely important that interior public spaces such as halls, stairwells, elevators and lobbies are well lighted. Low glare or "frosted" incandescent or fluorescent lighting fixtures should be installed. Transparent plastic bulb protectors should be affixed to bare bulbs to avoid the problem of vandalism.

All heavily used areas such as paths, entrances, parking areas, backyards, alleys and service entrances should be well lighted. In exterior lighting, higher fixture locations are advantageous; they are safer from vandalism attacks and provide wider light coverage of the area beneath them. Seasonal changes must be taken into account when installing lights; lights installed in winter may be obstructed by blossoming trees in the spring and summer.

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### OPERATION IDENTIFICATION

Operation Identification is a collaborative effort of police and citizens to deter theft of valuable property and to aide in stolen property retrieval. Citizens are encouraged to etch an identifying number, usually a social security number, on all items of value in their houses or apartments. The engraving tool used to mark possessions is simple to use and inexpensive. After etching his social security number on all valuable possessions, the owner records the items and files a statement with the Police Department. Decals are then displayed on the owner's door or window, announcing that he is participating in Operation I.D.

### SECURITY PERSONNEL

The deterrence of criminal activity is the primary goal of security personnel. Apprehension of criminals should not be the main concern of private patrol guards and voluntary block or tenant patrols.

Associations interested in employing private guard services should contract with established security agencies which screen, bond, equip, and insure their employees.

Associations interested in forming their own block or tenant patrol units should follow these basic rules: 1-Always patrol in pairs

2-Carry identification and authorization from your association to be presented to the Police or other authorized persons on request.

3-Patrol members should stay within their assigned post areas, except in an emergency situation.
 4-A roster of persons on duty should be maintained by an officer of the association.

5-Night patrols should be equipped with flashlights and luminous belts.

6-Weapons should not be carried.

7-Patrol teams should be aware of their nonofficial status and should consider themselves
to be the eyes and ears of the Police Department. All information regarding a crime should
be immediately reported to the Police.

### WALKIE-TALKIES

A walkie-talkie is a portable, battery-operated, radio transmitter and receiver. Walkie-talkies are particularly suited to neighborhood, block and tenant patrols. There are several, relatively inexpensive 3 watt walkie-talkies that will transmit over a five city-block area. The radios can be used either with a base station or with another portable. There are also more expensive transmitters which cover a larger area but need a base station and relay antennas to work effectively. Some walkie-talkies can be installed in autos and can be powered by the auto's engine.

All radio communications are subject to FCC regulations and a registration fee is required for FM radios. In general, A.M. frequencies are more desirable than FM frequencies because there is less congestion on the AM band.

Batteries for walkie-talkies can be rechargeable, permanent or disposable. The type of battery purchased depends upon the degree of use intended. If rechargeable batteries are used, a battery charger must be provided for members of the patrol group.

Equipment adaptability to the patrol area and equipment repair and maintenance are key factors in selecting walkie-talkies. The purchase of a radio communications system without a maintenance contract is unwise. Seek the advice of radio communications specialists before purchasing equipment.

Firsts 3 months 1973 Ranking of the 25 Most Populous Cities in the United States by Decreasing Magnitude of Crime Rate per 100,000\* for Crime Index Offenses Reported to the F.B.I.

Murder and Non-Negligent Manslaughter.		Forcible Rape		Robbery		Aggravated Assault.		Burglary	
City		City	Rate	City	Rate	City	Rate	City	FRate
Detroit		Washington		Detroit	237.0	Baltimore		Phoenix	767.8
Washington		San Francisco	20.5	Washington		Dallas		St. Louis	731.6
St. Louis		St. Louis	20,4	New York	223.3	Jacksonville		Denver	687.0
New Orleans		Los Angeles	19.1	Boston		Los Angeles		Los Angeles	628.3
Cleveland	8.7	Denver	17.1	Baltimore		St. Louis		Memph1s	593.4
Baltimore		Pittsburgh		San Francisco				Seattle	586.3
Chicago	6.3	Detroit		St. Louis		Washington		San Francisco	
Memphia	5.6	Memphis		Chicago	184.9	Phoenix		Dallas	536.5
San Antonio	5.4	Columbus		Cleveland		Detroit		Houston	536.2
Dallas	5.0	Dallas		Denver		Denver		Detroit	533.7
Houston	5.0	Cleveland		New Orleans		San Francisco		San Antonio	516.9
Philadelphia	4.9	Jacksonville		Philadelphia		New Orleans		Jacksonville	493.1
New York		Baltimore		Los Angeles		Pittsburgh		New York	436.3
Denver	4.7	Chicago	10.9	Houston	105.3	Chicago		Boston	421.3
Jacksonville	4.7	New York	10.6	Pittsburgh		Boston		Columbus	407.8
Boston	4.4	Boston	10.3	Memphis		Memphis		San Diego	407.7
Los Angeles	4.2	Phoenix		Dallas		San Antonio		New Orleans	405.1
San Francisco	3.4	Houston		Seattle	80.3	Philadelphia		Baltimore	365.2
Pittsburgh		Seattle		Jacksonville		Cleveland		Vashington	363.8
Seattle	2.3	Philadelphia		Columbus		Seattle		Pittsburgh	312.0
Phoenix	2.2	New Orleans		Phoenix		Houston		Cleveland	306.3
Columbus	2.0	Indianapolis		San Antonio		San Diego	33.3	Chicago	305.7
Milwaukee		San Antonio		San Diego		Columbus		Indianapolis	270.9
Indianapolis		Milwaukee		Indianapolis		Milwaukee		Philadelphia	258.2
San_Magn		San Diego		Milwaukee		Indianapolis		Milwaukee	173.9

Larceny - Theft		Motor Theft. Veh.		Total Crime Index		Population	
City	Rate	City	Rate	City	Rate	City	Population
Phoenix	1246.3	Boston	608.4	St. Louis		New York	7,895,563
St. Louis	1014.2	Cleveland	419.5	Phoenix	2419.5	Chicago	3,366,957
San Diego	924.8	St. Louis		Denver		Los Angeles	2,816,061
Dallas	830.5	Denver	370.1	San Francisco	1999.9	Philadelphia	1,948,609
San Francisco	818.7	San Francisco	342.1	Los Angeles		Detroit	1,511,482
Denver		Detroit	112.8	Dallas	1723.1	Houston	1,232,802
Memphis		New Orleans	289.3	Boston		Baltimore	905,759
Los Angeles		Los Angeles	271.3	Memphis	1647.7	Dallas	844,401
Seattle		Pittsburgh	269.2	Detroit	1638.2	Washington	756,510
Jacksonville		Chicago	252.0	San Diego	1590.9	Cleveland	750,903
Baltimore		Phoenix	233.2	Baltimore	1571.1	Indianapolis	744,624
San Antonio		New York	230.5	Seattle	1544.0	Milwaukee	717,099
Washington		Houston		New Orleans	1493.4	San Francisco	715,674
Chicago		Philadelphia	201.0	Mashington	1478.9	San Diego	696,769
Columbus		Baltimore	187.9	Jacksonville	1473.5	San Antonio	654,153
New Orleans		San Diego	168.9	Houston	1472.6	Foston	641,071
Houston		Milwaukee	152.8	San Antonio		Memphis	623,530
Detroit	438.8	San Antonio	153.2	Chicago	1411.2	St. Louis	622,236
Milwaukee		Seattle	147.9	New York	1361.3	New Orleans	593,471
Boston	370.2	Columbus	140.2	Cleveland	1325.7	Phoenix	581,562
Indianapolis	364.7	Memphis	143.9	Columbus	1238.1	Columbus	539,677
Cleveland		Vashington		Pittsburgh		Seattle	530,831
New York		Dallas	136.8	Philadelphis		Jacksonville	523,865
Pittsburgh		Indianapolis		Mi Iwaukee	818.0	Pittsburgh	520,117
Philadelphia		Jacksonville	96.2	Indianapolis	809.3	Denver	514,678

# inside new detroit

progress report 1973



### prologue

In August of this year New Detroit will be six years old, and we are quite certain that many citizens, like those of us who have been involved directly in the activities of Detroit's "urban coalition"; might like to reflect on what we have accomplished since the summer of 1967.

If we are to make an objective and realistic evaluation of the progress we have made, we must first take a close look at our original objectives and expectations. It may be fairly easy to recall New Detroit's first stated objective, which, simply put, was to help rebuild the city and make Detroit a better place to live for all its citizens. But, from the beginning there were many different expectations as to how and when that objective should be achieved.

Many of those who initially agreed to become a part of the New Detroit "Committee", as it was then called, realized they were voluntarily putting themselves "behind the eight ball". They realized that many people held some very unrealistic notions about what New Detroit could or should do to correct problems and conditions which are the results of centuries of ignorance, neglect, and the sometimes painful thrust of social evolution.

As reflected in the excerpts on the opposite page from previous New Detroit progress reports, the task of rebuilding the city and bringing hope and encouragement to thousands suffering from discrimination, powerty and despair, proved to be more difficult and frustrating than even the most cautious had anticipated. The excerpts also hint at some very basic and important lessons we have learned over the past six years.

First, as New Detroit had cautioned from the beginning, there are no quick and complete solutions to any of the problems we face. There have been from the start many different opinions as to exactly what and how extensive the problems are, and therefore, much time in those early days was spent identifying and quantifying our urban ills. The actual task of developing and implementing action strategies and programs to resolve or reduce those problems necessarily had to follow some general agreement by the members of New Detroit on problems, priorities and methods.

Second, we have been constantly reminded that Detroit's problems are NOT separate and apart from those faced by the rest of the nation. Regardless of what we do on a local basis, we cannot ignore the impact and effect of social, economic and political factors on a national basis.

And third, the conditions under which we work are constantly changing, as are individual attitudes, levels of awareness and expectations. Perhaps New Detroit's most important function still is to provide a setting in which people from all segments of this community can come together, discuss their difficulties and differences, and attempt to agree on alternative solutions to specific social problems.

Many of you may not have heard much about New Detroit, especially in the past two or three years. This may be due, at least in part, to the fact that New Detroit at its inception decided it could be most productive and least disruptive by playing a "behind the scenes role" as the "causer of good deeds".

As a quasi-public organization we had to recognize that New Detroit has no authority to "tell" a public servant how to do his job or to "order" an organization or agency to become more responsive to the public it serves. More appropriately we have spent much of our time, money and other resources supporting the activities of other organizations, or helping to initiate new efforts and organizations which are seldom linked to New Detroit in the public view.

On the pages that follow you will read about some of the results of this unisual attempt to bring together a broad range of citizens from the metropolitan Detroit area in an effort to come up with the best thinking on ways to improve the quality of life for all Detroiters, especially the disadvantaged, the oppressed and the poor. And, we think you will agree that Detroit has benefited in many ways from the existence, the struggles, and achievements of the nation's oldest urban coalition.

In concluding, however, we must emphasize once again, as we have cautioned from the beginning, that New Detroit cannot be the total solution to our urban crisis. The problems we face are of such magnitude, and the solutions so politically sensitive, that it will take an unprecedented effort to resolve many of them. A major portion of that effort must be aimed at involving more of you in the struggle to make this city a better place to live. The strength of the "coalition concept" is the diversity of opinions, attitudes and skills which it brings to bear on problems which affect us all — problems which will not be resolved until more of us take an active interest in their resolution.



Males Carron Carron Chairman

### new detroit, incorporated: the original urban coalition

Originally called the New Detroit "Committee", this organization was set in motion by the joint action of the Governor of Michigan and the Mayor of Detroit following the unprecedented outbreak of violence and destruction in Detroit's "inner-city" in the summer of 1967.

During that disturbance, which was later called America's most destructive civil uprising of this century, 43 persons were killed, 342 injured, more than 7,200 arrested, and the resulting property damage was estimated at nearly \$50,000,000.

Immediately following those four days of confrontation, on Thursday, July 27, 1967, Governor George Ronmey and Mayor Jerome Cavanagh called together the group of citizens which was to become the nation's first "urban coalition", a cross-section of community leaders from all walks of life who volunteered to work together in efforts to correct the deprecoated causes of inequity and despair that divide and depress our society. New Detroit was the forerunner of the National Urban Coalition which is located in Washington, D.C., and now lists over 30 member coalitions in major cities throughout the United States.

Joseph E. Hudson, Jr., the young president of the J.L. Hudson department store chain, was asked to head this unusual "New Detroit Committee" – a power-based, but representative group of citizens representing business and labor, rich and poor, black and white, conservative and radical. THEIR CHALLENGE help to rebuild Detroit by mobilizing available resources in the private sector.

The citizens who today comprise New Detroit's 60-member Board of Trustees acknowledge that self-interest, as much as morality or altruism in an increasingly interdependent society, requires a deep and active concern for the social plight of all people.

The broad purpose of New Detroit, Inc., is to address itself to the problems of the disadvantaged and alienated people in this urban area. New Detroit is also committed to the ideal of a community in which each citizen has freedom in the selection of alternative actions which affect his life, and a full share in the power to implement the decisions which are important to him.

Therefore, New Detroit's major objectives are to bring about desirable and necessary social change by supporting and encouraging initiative arising in minority communities, and to more specifically involve the entire metropolitan Detroit community in the elimination of social injustice and the resolution of basic social problems.



New Detroit has identified four distinct "roles" the organization must assume to achieve its objectives:

ADVOCATE - New Detroit has in the past adopted and will continue to adopt both popular and unpopular positions on behalf of necessary social change.

PRECEPT/EXAMPLE — New Detroit attempts to be a pace setter, encouraging new patterns of social action, new social and political relationships, and more positive inter-group relations and attitudes.

CATALYST – New Detroit has consistently worked since its inception to make existing institutions more responsive to the needs of minority groups, the poor and the oppresed... and to stimulate and encourage the creation of new institutions where none exist to take care of identified needs.

PROVIDER OF RESOURCES — New Detroit has diligently worked to procure the necessary and appropriate resources to meet its goals, serving as a limited funding source for "seed" money to help support community, organizational and governmental efforts to improve conditions in the Detroit area. New Detroit's resources include the luman assets of its staff and the influence of its "ourd members in addition to financial and other material resources.



Today New Detroit operates on an annual budget of approximately \$2.5 million which is contributed by 108 corporations, organizations and foundations in the Detroit area, and is, perhaps, the only urban coalition in the nation which operates entirely without financial support from the public sector. Over the past five and one-half years New Detroit has invested over \$18 million in efforts to make Detroit a better place to live.

Initially the New Detroit Committee conducted its daily work through task forces and was staffed almost entirely by personnel loaned by area organizations and "orporations. Today NDI operates with a full-time paid professional staff, 15 operating committees supported by a network of over 450 volunteers and the expertise of "loaned" personnel now used as project consultants.

New Detroit has also developed a number of "outreach" units which now operate as independent or affiliated organizations, including:

BARC (Black Applied Resource Center) — an educational/counseling unit formed in 1971, BARC provides specialized organization and community development services for minority groups.

Operating with a cadre of volunteers trained through what was formerly the New Detroit Speaker's Bureau, BARC is designed to function as a support mechanism for existing community groups providing organizational skills and resources, and assistance with program design and evaluation.

EDC (Economic Development Corporation) — formed in 1968 to stimulate minority business development, now serves as a business resource center providing financial and management counseling and other services to minority businessmen. During 1972 EDC assisted a total of 45 minority businesses and helped create 5 new businesses.

In addition to a \$350,000 NDI grant, the Office of Minority Business Enterprise (OMBE) approved a grant to EDC of \$150,000 of which \$70,000 was contracted to the Greater Detroit Chamber of Commerce for expansion of its Small Business Assistance Program. With the OMBE grant, EDC was able to operate last year at the same program level as in 1971, with reduced assistance from NDI.



PACT (People Acting for Change Together) — formerly The New Detroit Speaker's Bureau, is an outreach education program providing resources and consultation on many facets of the urban crisis for audiences in the metropolitan area. With its main emphasis on the need to stimulate change and combat racism in the white community, PACT provides written and audio-visual resources, trained volunteets and consultation to any group requesting service.

In 1972 PACT distributed 35,977 printed pieces, made 2,199 audio-visual presentations and reached a total audience of 117,670 with its programs.

PSA (Professional Skills Alliance) — provides specialized professional and technical skills to struggling community groups through the coordination of a broad listing of professional volunteers including accountants, architects, engineers, lawyers and others.

Formed in August, 1970, PSA provides management, legal, accounting and other professional and technical assistance to community organizations, PSA now coordinates the activities of 219 professional volunteers. Directed by a staff of six, these volunteers had provided assistance to 212 groups through December, 1972.

NDI staff is now working with PSA to find additional funding sources to help the organization gain independent status. In the past year PSA secured additional grants from the Ratner Foundation, the Skillman Foundation, Sears Roebuck, and the Detroit Chapter of the American Institute of Architects.

### the challenge: is it possible?

"Our greatest success has been in getting People to work together - to talk together and pull together - people who ten years ago often refused to recognize each other socially, intellectually, or spiritually,"



Six years may seem like a long, long time to teenagers, who watched the monstrous flames and billowing smoke of a city after in 1967; to many who are older it may seem difficult to believe that six years have passed since that infamous occasion. What has bappened, what has changed since that hot summer day when large numbers of Detroit's poor, disillusioned and angry citizens decided to take to the streets in pursuit of what they felt was being denied them—things they felt could not be gained through "the system"; freedom, dignity and those material things we Americans call success?

Some, those who have been close to the "action", those who have been consistently and doggedly working with "the problems" said to have spawned the "67" inots"—some may say that much has changed. Or, at least, many attempts at change have been made. Others, especially those who may have been waiting on the sidelines, or more justifiably, those who are most in need of positive and hopeful changes, may say that there has been no noticeable change. Some will even say that, there has not been an honest attempt at change. For change, like everything else, is relative to one's position and experience.



For those who have been working with New Detroit, however, there can be little doubt that this coalition of citizens has been successful in stimulating much needed social and institutional change.

After six years of searching, groping, and hopeful persistence, it is also evident that New Detroit is now developing more comprehensive, refined and programmatic approaches for confronting basic urban problems.

We have passed through three distinct phases of organizational growth and development. During the first year or two of our existence New Detroit received much more attention by the hedda and, consequently, the public than it does today. In retrospect, however, it is evident that the organization is much more effective today in promoting and supporting needed institutional, legislative and social change than it ever was in its early years.

In those days there was greater turmoil on the domestic front, everyone seemed caught up in the urgency to do something for have something done) about "the problem" and New Detroit seemed constantly drawn to the center of controversy, so naturally there was a high level of awareness among the general public of what the organization was doing from day to day. Remember, however, much more time then was spent debating the issues and gathering information "about the problem", than was spent in developing and implementing workable solutions. We refer to that period as "phase one" of the New Detroit experience.



During "phase two", roughly the years from 1969 until 1972, much of our time and resources were spent supporting the brave and innovative, but many times piecenneal and ill-fated, programs of individual organizations and community groups. The awarding of grants to large and small, independent and unrelated individual projects scattered around the city most certainly produced many valuable program results. Such grants also enabled many citizens far below the corporate and political "power structures" to gain valuable experience in program development, administration, and in simply dealing with the problems of organization. New Detroit-sponsored programs offered many impoverished and powerless citizens their first encounter with the realities of participative management and citizen controlled community development efforts.

By now it should be apparent to all concerned, however, that the continued expenditure of New Detroit resources at the same level and on the aforementioned kinds of programs is not likely to produce the far-reaching results necessary to significantly improve the quality of life for large numbers of Detroit's citizens. Accordingly, the bulk of New Detroit's total resources (financial, staff, and political) in recent years have been increasingly concentrated on what have been called "macro-solutions", rather than "micro-solutions".



For instance, instead of small, scattered attempts to develop new job opportunities, we are now engaged, with the Detroit Chamber of Commerce and Detroit Renaissance, in a coordinated effort to confront the problem of unemployment on a long range and comprehensive basis through the Action Program Against Unemployment.

Likewise in the area of education, New Detroit was instrumental in the conception and implementation of the Detroit Public School's Education Task Force, a major effort which successfully prevented an early closing of our schools last March, and is now working on long range solutions to Detroit's education crisis through basic reform of education financing. These and other efforts will be covered in greater detail later in this report.

The challenge of rebuilding a city, of restructuring sociopolitical-economic relationships, and of changing attitudes hardened by years of experience— is obviously a formidable one. A close look at New Detroit's record over the past six years reveals many significant, but often short-lived victories along with the anguishing disappointments, frustrations and defeats which are remembered longest by most of us.

The 60 members of New Detroit's Board of Trustees, especially those who have been with the organization from its earliest 'days, have grown quite, accustomed to (but not comfortable with) the criticism, and charges from those who are most dissatisfied with the rate of change, We were aware from the start that the awesome but self-imposed responsibility we had accepted would not, could not, be appreciated by many outside the confines of New Detroit itself.

### the challenge



A newly elected member of New Detroit's Board of Trustees soon learns to live with the fact that he or she may subsequently be criticized, perhaps ostracized, because he is identified with an organizational decision that satisfies neither the political right nor left. For the "coalition process", bringing together representatives of diverse groups, points of view, and socio-economic backgrounds; putting together the best thinking on ways to solve tongstanding and embedded social problems; then working out a compromise approach, which must be approved by group consensus, virtually guarantees the dissatisfaction of those on the farther extremes of either side of the debate.

White executives "on loan" to New Detroit have returned to their companies with a new-found sense of understanding about the "irban crises" and the grievances of the "disadvantaged" American, only to be scomed or put down by their fellow workers "for taking the other side".

Blacks, who have labored long hours in board and committee meetings, then working to implement action-oriented programs, have returned to their communities many times to be called "Uncle Toms" and worse, for their efforts to change "the system". And many Latinos and other minority groups feel that New Detroit has never fully acknowledged the dimensions of their problems – which is probably closer to the truth than we would like it to be.



AND YET the struggle, the experience that is NEW DETROIT, continues. And year after year nearly all of those who are eligible, and who are asked to do so, agree to serve yet another term pursuing the impossible challenge, the job that may never be finished to the satisfaction of even a few. Balancing the demands and likely criticism against the probable rewards, many must wonder what motivates a person to participate in the urban coalition "process".

Perhaps Father Malcolm Carron, our chairperson for this year, expressed what many others associated with New Detroit must have felt from time to time. On the day he accepted the chairposition he said:

"Fr. Chardin, a French scientist and often controversial Jesuit in his time, had a view of the world which I am fond of and think is appropriate to the work we share in this community: Chardin saw the world as an incomplete creation, left unfinished not by accident but by design, so that men and women could share in the completion of that creation, share in the building of the earth.

"As concerned citizens of this now awakening giant of a community, we are really sharing in a special way the completion of creation. We have to take it as far forward as our talents, energies and lives can carry it. I welcome the chance to continue doing just that. Hopefully, we will be part of a new tide of change in producing a better life for urban citizens not only in Detroit but throughout America."

### a status report on major goals for 1972





By the end of last year, it was apparent that the Detroit Public School System, the nation's fourth largest with 285,000 students, was going to have to close at the end of March because it would simply run out of money.

The schools began the year with a \$35 million deficit and current spending was exceeding revenue by about \$40 million. In effect, the primary short-term concern of New Detroit became not so much one of helping to improve the quality of education as one of whether there would be any education at all for Detroit's public school students.

At the suggestion of New Detroit, the Board of Education appointed a task force to work on the problems of education, both on a short and long range basis. The immediate problem was money. Among the members of the task force's finance committee were the presidents of three banks, the former city controller, the Mayor, the chairmen of the Michigan House and Senate Appropriations Committees, and the speaker of the House. The Governor's executive secretary acted as liaison with the executive branch.

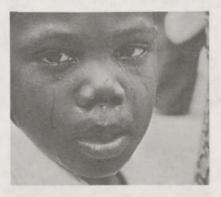
Detroiters had turned down millage proposals three separate times in the past two years. As a result, Detroit had a 15-mill school tax rate, while the rest of the communities in the state averaged about 27-mills.

The State of Michigan had a surplus of funds and obtained the legal authority to lend it to the schools. In addition, there are provisions for borrowing against future state aid monies. So the state was the obvious place to turn for financial help.



FROM THE PRESIDENT

Lawrence P. Doss



The Detroit schools, however, were operating at a deficit of \$75 million with no visible means of repaying any kind of borrowing and constituted a very poor credit risk.

The finance professionals on the committee hammered out a series of proposals and alternatives, in consultation with the elected officials, until they came up with workable solutions.

First, the legislature agreed to a two-tiered plan under which the state would borrow the funds necessary to keep the schools going, selling bonds for which they pledged repayment, and then accepting the Detroit system's notes for the funds. This approach, rather than direct borrowing, served to protect the school system's already strained credit rating. The state also authorized an immediate advance on the bond revenues to meet the existing crisis.

That plan helped keep the schools open through June. The next problem was one of making the school system once again self-sufficient. Acting on one of the task force proposals, the legislature authorized imposition of a 2.25 mill debt service property tax without the vote of the people.

At the same time, the legislature also authorized a city income tax of up to one percent. This one percent levy took effect on July 1, 1973.

Both of these actions are currently under review by the State Supreme Court, but the education task force is confident of a favorable decision and New Detroit is confident that the education task force can continue to play an important role in helping Detroit's public school system regain economic viability.

### a status report



### DRUG ABUSE

Almost a year ago New Detroit officials concluded that it was absolutely essential to create an action program against drug abuse. One agency had estimated that there were more than 40,000 active addicts in the city. It was obvious that the city was facing a very serious drug problem, with no effective, organized system for dealing with it.

Last spring the New Detroit Drug Team was formed, and since then has helped to acquire a total of \$28 million in grants for drug treatment programs. Today, an estimated 9,000 people in the metropolitan Detroit area are receiving such treatment, compared to about 6,000 six months ago.

At least 85 agencies in Detroit provide drug treatment, rehabilitation, education, or prevention services. The New Detroit



"Action Program Against Drug Abuse" is working with this broad range of treatment centers and with control and enforcement agencies in an effort to coordinate programs and maximize efficiency. Thus far, this approach has proven quite successful and greater progress is seen ahead.

In May of this year, the drug team, along with the New Detroit community self-determination committee, held a major conference on drug abuse which served to kickoff a continuing series of regional seminars to stimulate greater citizen awareness of both the dimensions of the drug problem, and treatment and rehabilitation facilities.

In addition, the Drug Team has organized a research committee comprised of physicians, psychiatrists, ex-addicts, students and lawyers, to function as a basic forum for discussion and research on public policy issues raised by the program.





### **EMPLOYMENT**

Unemployment is still one of the most pressing social problems in the Detroit area. In July, 1972, while the labor picture nationally was showing some improvement, unemployment in the metropolitan Detroit area was 10.0 percent. The national average at that time was only 5.5 percent, emphasizing once again that the real dimensions of unemployment in Detroit bear little resemblance to national figures.

In an effort to mount a long-range program to resolve Detroit's unique unemployment problem, New Detroit retained the University of Michigan's Institute for Social Research to conduct research designed to identify the factors that affect the economic health of the area. The study revealed that there are six primary determinants of employment and economic growth: the courts, legislative/public policy, labor, communications, business and government administration.

Because these areas cover a lot of ground and overlap the concerns of other organizations, it was decided that New Detroit, itself a coalition, would enter into another coalition with the Detroit Chamber of Commerce and Detroit Renaissance to mount an "Action Program Against Unemployment" — a coordinated approach to reducing the problem of unemployment on a regional basis.

That program was launched last spring and is now in the developmental stages. Each of the three sponsoring organizations has implemented special work plans to investigate ways to improve the business climate as it is affected by the six factors identified by the survey. Detroit Renaissance, established to promote the physical redevelopment of downtown Detroit, is responsible for the area of legislative public policy; the Chamber of Commerce is responsible for the communications and business factors; and New Detroit is exploring problems related to the courts, labor, and government administration.

The entire effort is being coordinated by a special steering committee composed of the Governor of Michigan, the Mayor of Detroit, the presidents of the State AFL-CIO Council and the UAW, and the chairmen of the three sponsoring organizations.

It is expected that each work group will have completed its analysis of factors affecting Michigan's economic well-being by the end of this calendar year. The findings of the Action Program Against Unemployment will then be made public, along with recommendations for actions to promote needed business growth and expansion in Michigan.

### a status report





### REVENUE SHARING

In some cases, the successful conclusion of a particular program doesn't mean that the program can be set aside. For example, we had revenue sharing among our top priorities last year. We worked long and hard for its adoption, and the concept of "federal revenue sharing" is now a reality.

However, there are two elements of revenue sharing. Funds available through "general" revenue sharing at the state and federal levels have already been delivered... but we must continue our interest and involvement in revenue sharing to ensure that decisions at the federal level, involving "special"

revenue sharing will mean increased resources for combating our most critical problems.

Therefore, our activities related to the implementation of revenue sharing cannot be curtailed, but must be expanded in the coming year. During the past few months our staff has been working on a new program which is included in our list of overall priorities for 1973. This program, the Urban Resources Monitoring Project, is intended to monitor legislative activity at all levels of government, and to keep New Detroit and the community constantly informed of the sources and funding criteria for resources available to support effective programs aimed at critical community needs.



#### HOUSING

Perhaps the most significant development in New Detroit's housing program last year was the transformation of our housing committee into a true coalition of community interests. The recently re-constituted New Detroit Housing Committee now includes eight mortgage bankers, 19 architects and planners, a number of attorneys and housing consultants, and 20 private developers. In addition to this private sector aggregation, New Detroit maintains contact with 20 citizens' district councils actively working toward new and improved housing, more than 100 community organizations, and more than 50 non-profit housing corporations, including church and civic organizations.

The new housing committee is broken down into four subcommittees: new developments, properly management, minority development/assistance and communication, and the barriers subcommittee.

The barriers subcommittee is a continuation of an ad hoc effort began some time ago. This subcommittee is the smallest of the four and consists of nine members, most of whom are technicians or key people in the government sector. These committee members meet regularly to help expedite existing housing developments within the city, and to reduce and cut red tape which retards the developmental process.

In a related development New Detroit's board last year passed a resolution expressing the belief that increased bond resources for the Michigan State Housing Authority (MSHA) would be in the public interest. The resolution noted that the Authority has demonstrated its ability to produce significant numbers of quality homes, has evidenced sensitivity to the concerns of urban groups, and has been able to pass on substantial savings to home buyers. House Bill 1246, which increased MSHA resources by \$300 million, was subsequently passed by the legislature.



In concluding this report on New Detroit priority goals for 1972, I would like to emphasize one important fact. We have learned during our six years of existence that New Detroit indeed cannot be "all things to all men".

We have learned that, for the coalition to use its resources most effectively, we must decide each year which of the many problems facing this city are most critical, and in which areas we can have the greatest impact. We must then concentrate our resources on developing workable programs for the alleviation of those specific problems, as we continue to search for new ways to combat long-standing urban problems.

Toward that end, New Detroit pledges its continuing dedication. And, during the coming years, we will also make every effort to involve more of you, the citizens of metropolitan Detroit, in the activities and programs of the nation's oldest unban coalition.

### new detroit committee highlights from 1972

It would not be practical nor possible in the space available to report on all New Detroit committee activities during the past year, so we have selected a few items from each committee's year-end progress report to illustrate the kinds of activities our individual committees were involved in during 1972. NOTE: Money figures in parenthesis indicate New Detroit project grants.

#### ARTS COMMITTEE

Living With Art (\$15,000)... A special subcommittee of the New Detroit Committee on the Arts was established as a "Neighborhood Beautification Program". Under this program drab city walls have been repainted with colorful abstract art. Five murals and two sculptures were completed in 1972, with two additional sculptures completed in the spring of 1973.

The committee is especially interested in the work of minority artists whose material can have positive effects on the quality of life in inner-city neighborhoods.

An additional grant of \$10,000 is expected from the National Endowment for the Arts. Efforts are also being made to interest businessmen in providing support for additional decorative work. Several paintings have also been completed for placement in public buildings.

#### COMMUNICATIONS COMMITTEE

Drug Education (Non-Funded)... In 1972 our Communications Drug Subcommittee was busy exploring ways to get effective information on drugs to the community. The subcommittee developed a series of witty and informative anti-drug radio spots which were widely used by area disc-jockeys. The spots were developed by the advertising firm of Batten, Barton, Durstine and Osborn. Efforts were also made to get the newspapers to use the spots as fillers.

Community Dialogue on Charter Revision (\$15,000)...The Communications Committee coordinated a series of neighborhood workshops on Detroit city charter issues prior to the November 8, 1972, elections. A mass meeting patterned after the NDI sponsored "Citizen's Convention for a People's Charter" of 1971 was conducted in mid-October.

Attended by more than 200 representatives from community and civic organizations, the mass meeting proved to be an effective, educational vehicle for discussing charter issues and disseminating printed materials on charter tevision to local groups.

New Detroit Identity (Non-Funded) . . . The Communications Committee directed the development of a new organizational mark and symbol, with the aid of Chrysler Corporation's graphic designers.

Copies of the new symbol and logo type used in this report were first distributed at the October, 1972 board meeting. The human figures in the symbol represent the fundamental equality between the races. It is a strong, unique symbol which, in time, will become readily identified with. New Detroit, This new symbol will appear on all of New Detroit's "message carriers" - stationery, reports, checks, business cards, posters, advertising, brochures, etc.

Survey Research (\$28,000) . . . NDI signed a new contract with Market Opinion Research to continue a series of surveys measuring public opinion on urban issues, Survey results have aided New Detroit's board, committees and staff in developing approaches to solving urban problems. Studies on racial attitudes, school financing, and New Detroit's image have been helpful in guiding NDI policy discussion and program development. Data gathered in these surveys will ultimately enable New Detroit to more effectively assess social trends and possible public reaction to proposed urban programs.

#### COMMUNITY RELATIONS COMMITTEE

New Perspectives on Race (\$29,000). New Perspectives on Race is a training program designed to expose the subtle fabric of racism and to teach problem solving skills in educational institutions. In addition to \$88,000 previously granted by NDI the program has since received grants from other sources and anticipates future grants to enable 11 to become self-sufficient. Objectives for 1972 included upgrauong 30 veteran trainers and recruiting new trainers, improving the curriculum package and doubling the number of schools using this new teaching material. The NPR curriculum was previously offered in three of Detroit's public school regions and five suburban school districts.

Black Polish Conference. The Black-Polish Conference, formed to foster greater cooperation between the Black and Polish communities, placed major emphasis last year on the creation of a Health Maintenance Organization for Northeast Detroit. The Health Maintenance Organization is being developed in conjunction with Wayne State University Medical School, Recent support has come from United Community Services (\$35,000) and the Association of the American Medical Colleges (\$10,000) along with the continuing sponsorship of one staff person by the National Center for Urban Ethnic Affairs. The Health Maintenance Organization Community Planning Committee was formed last September and is made up of 63 community people. The next step will be incorporation of the organization.

By its intense involvement in the Health Maintenance Organization, the Black Polish Conference feels it is achieving two of its stated purposes: To develop specific projects of mutual benefit to the Black and Polish communities, and to develop and expand channels of communication between the two groups.

### COMMUNITY SELF-DETERMINATION

Equal Justice Council, Iac. (\$25,000)... EJC provides training and information throughout Wayne County to inform citizens of their rights, privileges and duties in order that the criminal justice system will function more consistently in the interests of all citizens. This NDI grant was sought in order to hire staff for EJC's "Laws for Laymen" program, designed to educate community people about the nature and functions of the criminal justice system. EJC staff reports conducting 27 seminars in the last quarter of 1972, involving 14 college groups, 6 high school groups and 6 church groups. In total 1,210 persons participated in those seminars, 608 of whom visited the courts, thus gaining first hand exposure to the criminal justice system.

Concerned Citizens Organization (\$35,000). This broad based community group is working to heighten the understanding of neighborhood people of the problems and issues facing the city, including: drug abuse, rapid transit, cable TV, the "Detroit Plan", the Model Neighborhood and MCHRD programs and minority employment in government. It has assisted local community organizations in developing strategies for bringing about change in various city departments.

Operation: Get Down (\$50,000)... An eartside community group working to develop recreation, educational improvement, cultural enrichment, and community development programs. This organization is partially funded by the Eastside Parish of the United Methodist Church. On-going activities include a leadership training program, a food cooperative, fund raising efforts to support sickle cell amenia detection, a summer camp program, and a special effort to provide jobs for young people.

Southern Christian Leadership Conference (SCLC) (S85,000) . Enabled establishment of a four (4) point program: 1) to aid, promote and encourage the growth of the black community through educational, economic, health and religious programs: 2) to assist in catalysing quality institutional change as it directly benefits and improves the opportunity and conditions of the black, the poor and the disadvantaged; 3) to assist in the successful development of black businesses; and 4) to act as a mediator in times of stress to create relevant social change. Through SCLC's "Feed the Hungy Program", two tons of food were distributed in 1972 to needy families in Detroit's inner-city.

Community on the Move (\$24,000) . . . NDI support helped to establish a program to coordinate the physical, economic and social development of Detroit's multi-ethnic "Corktown" area. Two (2) local community residents were hired as community organizers, and COM is now in the process of refining its goals and strategies for developing neighborhood commercial outlets and low income housing.

COM is also assisting twenty-two other community organizations in preparing proposals for Title IV Funds, of which 12 have been submitted to Wayne County Social Services for forwarding to the State Department of Social Services. The 12 proposals total a financial request in excess of \$8 million for community development programs.

Fitzgerald Community Council, Inc. (\$18,550)... Composed of \$2 block clubs, FCC provides programs in recreation, zoning and code enforcement, youth development, and police-community relations.

FCC is also working with neighborhood businessmen and Detroit's Community Development Commission on a shopping center development project for northwest Detroit.

The following example shows how NDI can act as a CATALYST in bringing about positive community developments.

Title IV Funds (Non-Funded)... Title IV of the Social Security Act of 1967 enables the State Department of Social Services to purchase social services, (e.g., drug abuse counseling, etc.) for current and potential welfare recipients from local organizations and/or agencies. Title IV programs allow a three-to-one match which means \$10,000 in seed money will raise an additional \$30,000 in federal monies. In 1972, New Detroit assisted four (4) community-based drug abuse programs in preparing proposals for Title IV funds, with seed money provided by the Eloise & Richard Webber Foundation.

### COMMUNITY SERVICES COMMITTEE

The remaining examples in this section show how NDI can set as ADVOCATE for positive social change.

Leadership Conference on Welfare Reform (\$25,000).
Supported New Detroit's continuing effort to achieve welfare reform through educational programs. The LCWR is a coalition of organizations which disseminates information about welfare issues to its members and the community at large. LCWR activities include program presentations to organizations, printing and distribution of literature, media coverage of welfare issues, testifying at a public hearings, conducting conferences and many other educational activities.

No Fault Automobile Insurance (Non-Funded)....NDI has consistently worked to seek ways in which auto insurance costs can be reduced and practices which create extra hardships for car-owners in the central city can be eliminated.

Last year the NDI board strongly endorsed the concept of no-fault auto insurance. The Board's position was forwarded to and acknowledged by the Governor and members of the State House and Senate Insurance Committees. House and Senate bills were reviewed by NDI staff, and subsequently a compromise version encompassing provisions recommended by NDI was signed into law by Governor Milliken.

Federal Welfare Reform (Non-Funded). Federal legislation was under consideration last year which called for major changes in the federal welfare system. Some of the issues involved were discussed by New Detroit and the NDI board adopted positions on these issues.

Written testimony on H.R. 1 (a national income maintenance program) was submitted by NDI to the U.S. Senate Finance Committee on 2/15/72. NDI supported the general thrust of H.R. 1, i.e., total federal financing of welfare payment and establishment of the principle of a national floor of income for all Americans.

### committee highlights

NDI's testimony also recommended several significant improvements to the bill including higher income levels, wage safeguards for employed recipients and quality day care standards. NDI's written testimony was also delivered to the White House. The reform bill, however, "died in committee" in the Senate as the 92nd Congress came to a close.

Governor's Welfare Study Commission (\$24,000)...On October 3, 1968, ND requested by resolution the establishment of this commission for the purpose of developing recommendations for welfare reform in Michigan. The commission report was published in February, 1971, and in May of that year NDI endorsed the commission's recommendations. A key recommendation was for movement to raise assistance grant levels up to a more adequate standard of health and decency.

Several recommendations that could be implemented through administrative change have now taken place, including greater availability of the fair housing process - a procedure clients can use to appeal decisions made by the Department of Social Services and expansion of the Emergency Assistance (financial) program effective March 13, 1972. The Emergency Assistance program covers much larger groups of recipients including general assistance clients. The range of items it now covers was also expanded to include certain household items, furniture and clothing under specified conditions.

An analysis of remaining study commission recommendations is nearing completion. This analysis will provide a clearer focus on the feasibility of remaining unimplemented recommendations.

Office of Economic Opportunity (Non-Funded)... This main instrument in the "war on poverty" known in Detroit as MCHRD, would have come to a sudden halt if Congress had not acted in time to extend the OEO's life. Based on the resolution supporting OEO adopted by the New Detroit Board in January, 1972, a number of activities were carried out. Copies of the resolution were sent to Michigan Congressmen and other key officials, and accompanying letters were sent and phone calls made by NDI officers in an effort to explain the New Detroit resolution. Perhaps as a result of these and efforts by other concerned groups and individuals, the 1972 OEO bill was passed and signed into law.

### **EDUCATION COMMITTEE**

Detroit School Decentralization (\$13,950)... NDI provided funds to conduct city-wide discussions on school decentralization utilizing community seminars and other communication whicles. Leading representatives from school advisory groups and parent groups in each school region informed participants about various aspects of decentralization. The seminars also reviewed the distribution of responsibility and authority between the central board and the regional boards, and examined the possibility of expanding the regional boards. The program was designed to encourage competent and dedicated citizens to seek board vacancies, and to explore methods to achieve more effective and extensive community participation.

Financial Needs of Detroit's Public Schools (\$61,722).... Public information activities prior to the 1972 May, August and November elections were underwritten as a part of a campaign to educate Detroit citizens on the financial crisis facing the public schools. Information activities include newspaper messages, radio and television spots, and distribution of brochures and flyers. In addition, New Detroit provided staff assistance to the school in other efforts to clarify the current crisis in school financing.

Jefferson-Chalmers Citizens' District Council (\$5,754) . . NDI provided pilot program funds to establish a Wayne County Community College instructional center in the former St. Martin's High School, which offers fifteen full credit night courses. WC3 will continue this innovative pilot effort if community response indicates a sufficient demand for the programs.

Latinos en Marcha (\$55,000) . . . An educational program was developed to help young Spanish-Americans become more effective community leaders.

NDI provided the initial funding for a project developed by Latin Americans for Social and Economic Development (LASED), a Latino community organization, and conducted at Wayne State University. Forty-seven young people from the Latin American community participated.

Of related interest, the Administrative Council of Monteith College (with the support of NDI's Education Committee) approved the establishment of a Latino Studies program. At least thirty Latin American students each year will be admited to Monteith College. Selected by a faculty-student-community screening board, students will develop new ways of assessing the potential of future program participants. The University Admissions Office has agreed to make a special recruitment effort to identify and attract Latin American students. This major development is a direct outgrowth of the NDI sponsored Latino en Marcha project.

Criteria for Quality Education Programs (Non-Funded)... After numerous meetings and consultation with many concerned individuals, parents and professionals, the NDI Education Committee developed a report that included a set of criteria for quality education programs for all children. At their January 27, 1972, meeting, the New Detroit Board of Trustees approved the report and adopted the resolution which included these six criteria: I) adequate stable sources of revenue, equitably distributed, 2) effective teaching, 3) community involvement, 4) integration of students and staff, 5) means of responding to the individual needs of students, 6) mechanisms and opportunities for change.

The Board also approved the recommendations of the Education Committee to make available up to \$25,000 to develop community discussion of these criteria.

#### **EMPLOYMENT COMMITTEE**

Upward Mobility Project (Non-Funded)... Upward Mobility Project was established to review the responses of corporations which participated in NDI's 1971 survey of upward mobility programs for minority personnel.

This year NDI plans the development of a management training program for minorities, and a survey of trained minorities available for management positions. Staff will also investigate how upward mobility programs can be applied to the professions, labor and educational institutions.

Minority Contractors Staff Development (\$18,875) . . . With the cooperation of Wayne State Unviersity's Applied Management and Technology Center, NDI initiated a pilot training program under which minority contractors and vendors, and their employees could develop the necessary skills and expertise to more successfully pursue business careers in the construction industry. The New Detroit grant provided for tuition, materials, counseling and administrative costs for up to 125 enrollees. During 1972-117 contractors and employees participated in this program.

### HEALTH COMMITTEE

Health Facilities & Services Planning Program (Non-Funded). New Detroit has long supported the development of an improved health facility and service planning mechanism in Michigan. "Certification of Need" legislation setting up state and local health planning mechanisms and embodying planning principles suggested by NDI's board is now Michigan law.

The new legislation establishes a state Health Facilities Commission which determines need for new hospital construction and additions, and renovation of existing health facilities. NDI has recommended members for the new commission to the governor.

Maternal and Infant Care (Non-Funded). As a result of a coordinated effort on the part of the Greater Detroit Hospital Council, Comprehensive Health Planning Council, and New Detroit, there have been two recent developments of great significance in this area:

 In the past, hospitals were reimbursed by Medicaid for maternal and infant care at the rate of 90% of the prior year's audited costs. This has been changed, and participating hospitals will get full reimbursement based on current costs. This should be an inducement for more hospitals to participate.

hospitals to participate.

2. Effective October 1, 1972, there was an expansion of Medicaid benefits. In the appropriations bill for fiscal 1972-73, there is a provision granting Group II (the medically needy recipient) the same medical benefits available to Group I (the welfare recipient). Passage of this legislation means that all expectant mothers eligible for Medicaid can receive pre- and post-natal care in a physician's office, in hospitals, or in any Detroit maternal infant care project or approved outpatient obstetrical clinic.

Citizens for Better Care (\$14,000)... A New Detroit grant enabled CBC to increase its advocacy for elderly patients in nursing homes, seeking changes to make health care more responsive to the needs of older people. CBC has obtained injunctions against improper practices at nursing homes, and legal action initiated by CBC has resulted in restraining orders against nursing homes which had prohibited CBC from interviewing patients.

Recently the National Council of Senior Citizens awarded \$48,000 grant to CBC to operate a pilot nursing home ombudsman program, and there is every indication that a two-year extension of this grant will be approved.

Sickle Cell Detection, Counseling and Guidance (\$45,000). Funds were provided for the administrative and mobile unit components of a sickle cell detection, counseling and guidance program located at Detroit's Kirwood Hospital. Subsequent to receiving the NDI grant, the program was awarded \$159,000 in federal funds in addition to \$100,000 raised in a local telethon last summer. Through July, 1972, the program had served some 10,000 individuals, providing sickle cell tests for 8,000 in total. Upon delivery of the mobile unit in late September, the program was expanded to cover inner-city schools and shopping centers.

Minority Dental Student Fund (\$4,000)... NDI monies have been allocated as match-monies for \$10,000 from the Detroit District Dental Society, \$1,000 from the Wolverine Dental Society, and \$10,000 from University of Detroit, to provide scholarship/loans to minority students interested in dentistry. The \$25,000 can be used to generate much larger bond loans under a federal assistance program. The Dental Societies have finalized a favorable 10 to 1 matching ratio with Commonwealth Bank for this loan fund. The project meets NDI grant conditions of allowing students to go to the schools of their choices, and establishing positions for "grass roots" and "student's members on the steering committee to approve loans, recruit and counsel students.

### committee highlights



### HOUSING COMMITTEE

Resolution on Michigan State Housing Development Authority (Non-Funded) — Last year the NDI board passed a resolution expressing the belief that increased bond resources for the Michigan State Housing Development Authority would be in the public interest. The resolution noted that the Authority had demonstrated ins ability to produce significant numbers of quality homes, had evidenced sensitivity to the concerns of urban groups, and had been able to pass on substantial savings to home buyers. House Bill 1246, which increased bend resources by \$300 million; was subsequently approved by the legislation.

Inventory of Housing Development (Non-Funded).... In order to facilitate planning for future housing efforts, NDI recognized the need and pushed for the development of a current inventory of low-cost and subsidized housing in the city.

Discussions were conducted with the Southeastern Michigan Council of Governments, Michigan State Housing Authority, the U.S. Department of Housing and Urban Development and Detroit Housing Commission about creating a computerized inventory process which will maintain such an inventory on a continuing basis. The final responsibility for developing this vital planning resource was accepted by the Council of Government.

### PUBLIC SAFETY AND JUSTICE COMMITTEE

Detroit Recorder's Court Education Project (\$35,000). A New Detroit resolution last year supported actions to increase the number of regular, permanent judges in the criminal division of Detroit Recorder's Court. The resolution noted that felony warrants processed by the court increased by 135 percent in seven years while the number of judges had increased by only 30 percent.

This grant was used to mount a public information program focusing on existing problems in the court system and its manpower needs.

Referendum "E", providing for an increase of seven Recorder's Court judges subsequently won approval in the primary elections: last August. Recorder's Court judges later adopted a resolution expressing their appreciation for New Detroit's efforts to increase public awareness of this issue.



Legal Ombudsman (\$40,700). NDI funds enabled Sacred Heart Church to initiate a class action suit on behalf of indigent defendants who lack the funds to raise bail themselves or obtain it from a professional bondsman. A favorable ruling will result in a major institutional change and see to it that future detention will be based upon a reasoned and judicious approach rather than simply upon the individual's financial status. A brief was filed with the Michigan Supreme Court in December, 1972, and a ruling is expected later this year.

Wayne County Jail Advisory Committee (\$14,000) . . A grant was provided to underwrite the administrative and operational needs of the Wayne County Jail Advisory Committee. The committee was jointly appointed by the chairman of New Detroit, Inc. and the Wayne County Board of Commissioners. The \$14,000 grant represents the first charge against \$150,000 previously allocated by NDI for improvements at the Wayne County Jail.

A comprehensive consultant's report containing over 76 recommendations was reviewed and approved by this citizen's committee and subsequently presented to the Wayne County Board of Commissioners.

Of the seventy-six (76) recommendations submitted to the Board of Commissioners on May 15, 1972; special mention should be made of several. Of particular significance is the increased use of "release on recognizance" (practiced by the majority of Recorder's Court judges) and the provision of additional judiciary manpower.

Several other recommendations were quickly approved, monies allocated and provisions made for their implementation early in 1973. Included were recommendations dealing with the classification of immates (the separation of hardened criminals from first offenders and those incarcerated for lesser offenses) and a comprehensive health center and a drug and alcoholic detoxification center supported with apprepriate professional and paraprofessional staff.



#### YOUTH AND RECREATION COMMITTEE

Comprehensive Dental Service and Career Orientation Program (\$26,910). This three-phase program began in the spring of 1972 by diagnosing the dental health of every tenth grade student at Detroit's Martin Luther King Jr. High School. The second phase provided for treatment of dental deficiencies observed. Phase three provides work study experience for each student in the provided job slots at the University of Detroit's dental clinic, with a private dentist or in a related area.

Summer Recreation Program (\$25,000)... Funds were provided to United Community Services to hire supervisory personnel to train and supervise Neighborhood Youth Corps enrollees working in summer recreation program. This program provided lasting benefits to the 433.NYC enrollees placed in supervised work stations. UCS officials called the enrollees essential to the success of the total summer program.

Metropolitan Detroit Youth Foundation Student Resource Center (\$83,000)... A program was developed to provide a resource and information center for junior and senior high students to guide them in the resolution of conflicts arising in the school setting, and to develop a realistic "guide" on student rights, responsibilities, and involvement.

This NDI pilot project attracted an additional \$200,000 grant from the Rockefeller Foundation to expand the Student Resource Center concept to all eight regions in the Detroit Public School System.

### OTHER ACTIVITIES

Detroit Latino Community Survey (\$8,000). A survey was conducted to determine the nature, quality and availability of services provided to the Latino community, and community perceptions of these factors. The Latin-American Secretariat of Detroit's Archdiocese has contributed \$3,000 to the project which will provide data to develop programs to assist the \$6,000 Latin-Americans who live in Detroit.

Project Evaluation Committee (\$25,000) . . . Money was appropriated to enable New Detroit to employ independent consultants to conduct all least eight evaluations of selected New Detroit funded and non-funded projects during 1972 program year. Results provided to the board of trustees, committees, and staff serve as a management tool for early detection of program deficiencies, and to develop mid-course corrections in project goals, objectives, strategies and methods.



New Charter for City of Detroit (\$65,000)... New Detroit adopted charter revision as a priority in 1970, and set aside \$150,000 to support projects aimed at increasing citizen awareness of and participation in the charter revision process. This money was used to underwrite educational efforts such as conferences, publications, television broadcasts and opinion surveys as parts of a campaign to make citizens more aware of provisions in the new document prior to the November elections, whereupon the proposal was narrowly defeated.

The proposed charter would have established an ombudsman, department of consumer affairs, and a department of professional standards for the Detroit Police Department. It would also have strengthened the office of Mayor by increasing his appointive powers. The charter question will appear again this year in the November 6, 1973, mayoral elections.

Urban Action Needs Analysis (\$83,000)... The UANA project was launched in early 1972. The objective is to produce a document that addresses itself in a comprehensive manner to the needs of urban citizens by identifying, quantifying, and pricing the requirements necessary to provide an acceptable standard of living for all citizens in Detroit, Highland Park and Hamtramck. The analysis when completed will include need projections for 1976 and 1980 in the following areas; housing, employment; general economic development; consumer affairs; social services; public safety & justice; health; education; recreation; arts and culture; communications; transportation; and energy.

The project is divided into three phases: 1) to identify, quantify and price the requirements for an acceptable standard of living; 2) to develop strategies and identify sources of funds that will facilitate the implementation of recommendations from phase 1, and 3) implementation. We are now uearing completion of phase 1. Reports on education, employment, and minority economic development have afready been completed.

# a recap of new detroit project grants (inception—1972)

The corporations and organizations which provide the operating funds for New Detroit each year have contributed approximately \$18,750,000 to this organization since its inception in 1967. This continuing support from the private sector has enabled New Detroit to become engaged in a broad range of activities aimed at improving the quality of life in Detroit. The variety of efforts in which New Detroit, Inc., has been involved is reflected in the following section, which recaps the broad range of programs and activities which had received New Detroit financial support through December 1972.

Listed in this section are 112 major project grants (\$10,000 or more) which total \$14,032,000. During the same time period, there were 316 small project grants which totaled \$687,000. It is important to point out also that, of \$18,236,000 committed to improve conditions in this city, only 3.3% was used for administrative purpose.

n) to DECEMBER 31, 1972.	PROJECT GRANTS
- Housing for low and moderate income families	\$3,499,700
- Aid to develop inner city businesses	2,850,000
- Improve Detroit General Hospital to assure accreditation	940,000
- Establish new community college	433,000
<ul> <li>Provide trained speakers and audio visual resources to conduct in-depth community programs on urban problems and racism</li> </ul>	372,915
Develop and support groups concerned with black art and culture	370,875
- Provide technical assistance to community groups	252,718
For more effective crime control and prevention and to implement improvements in management and procedures	205,700
- Junior high student summer work-training	200,000
- Counsel and place inner city high school graduates	200,000
- Work with church groups for racial understanding	152,943
<ul> <li>Insure citizen participation in charter revision and develop studies and reports helpful to the revision commission</li> </ul>	150,000
Develop solutions for problems in existing jail and plan new county detention facilities	150,000
Identify needs and determine cost of providing acceptable standard of living for Detroiters.	143,000
- Provide civil legal services for poor	125,000
Provide summer recreational activities for inner city youth	125,000
Race relations curriculum designed to improve racial understanding	117,500
	- Housing for low and moderate income families  - Aid to develop inner city businesses  - Improve Detroit General Hospital to assure accreditation  - Establish new community college  - Provide trained speakers and audio visual resources to conduct in-depth community programs on orban problems and racism.  - Develop and support groups concerned with black art and culture  - Provide technical assistance to community groups  - For more effective crime control and prevention and to implement improvements in management and procedures  - Junior high student summer work-training  - Counsel and place inner city high school graduates  - Work with church groups for racial understanding  - Insure citizen participation in charter revision and develop studies and reports helpful to the revision commission  - Develop solutions for problems in existing jail and plan new county detention facilities  - Identify needs and determine cost of providing acceptable standard of living for Detroiters  - Provide civil legal services for poor  - Provide summer recreational activities for inner city youth  - Race relations curriculum designed to improve

		PROJECT GRANTS
Civic Issues Voluntary Information Council	- Inform community of pros and cons of millage	\$ 100,000
Detroit Board of Education	- Improve learning with extra 6th grade textbooks	100,000
Detroit Board of Education	- Summer School scholarships for indigent children	100,000
Detroit Council of Organizations	- Ombudsman, recreation, and day-care services	100,000
East Side Association - "7" Plus	Provide financial support for grass roots community development effort on Detroit's East Side	95,000
Career Development Centers	Vocational training and job placement	90,000
Progressive Community Association	- Youth employment and recreation program	87,212
Southern Christian Leadership Conference	<ul> <li>Local chapter of Dr. King's organization, providing range of social programs</li> </ul>	85,000
Student Resource Center	<ul> <li>Avoid school conflict by involving teachers, parents, and students in problem solving</li> </ul>	83,600
Black Applied Resource Center	Assists community groups in program development and implementation	82,271
Detroit Board of Education	— Summer remedial reading program for junior high students	77,849
New Detroit Progress Report	- Inform total community of New Detroit efforts in urban crisis ("Beyond the Difference")	67,000
Project Pride	Self-improvement program for 55 square-block area on Detroit's East Side	65,000
Eastside Voice of Independent Detroit	Multi-faceted programs designed to increase community awareness (Mack-McClellan community)	63,333
Financial Crisis Detroit Public Schools	A comprehensive study in financing Detroit public schools	61,772
Latinos en Marcha	- Develop community leaders among Detroit's Latin Americans	60,500
Highland Park Board of Education	- Reassimilate dropouts into Highland Park High School	60,000
Love, Pride, Faith and Hope	- United institution to serve River Rouge youth	60,000

## project grants

		PROJECT GRANTS
Mayor's Health Care Advisory	Planning for future city health care services	60,000
Commission Detroit Board of Education — P.P.B.S.	Enable the school board to adopt effective accountability procedures under decentralization	60,000
University of Detroit	- Prepare inner city youth for college entrance	58,240
Metropolitan Detroit Youth Foundation, Inc.	Serve as resource for the community in the field of youth needs and youth participation	55,000
Dubois Institute of Black Studies	- Develop black studies program for college students and dropouts	54,695
Legal Aid and Defenders Association	- Appellate legal aid to poor	53,999
C.J. Dorkens Producers, et al.	- Film depicting inner city life, "Black Eye"	53,765
Credit Counseling Centers	Budget counseling and debt proration service to inner city residents	53,716
Interfaith Action Council	TV series for group urban crisis discussions	53,590
Survey Research	- Series of surveys on community attitudes	53,000
Black-Polish Conference	- Improve relationship between Black and Polish People	52,500
Better Business Bureau of Metropolitan Detroit	- Inform and assist low income consumers	51,680
Detroit Police-Community Relations Committee	- Develop recommendations to improve police-community relations	51,599
Churches of the East Side for Social Action	Educate high school students in political process	51,285
Operation: Get Down	Youth-oriented multi-purpose programs that focus upon the needs of the Black Community (Harper-Gratiot Community)	50,000
Progress Report - 1968	- Book/TV/Radio/Newspaper programs	47,904
C.P.T. Television Series, Wayne State U.	- TV program for, about, and by Black people	47,778
Wayne University - Assoc. of Black Students	- Inner city tutoring and recreation programs	47,410
Deprived Area Recreation Team	- Expand inner city recreation opportunities	45,580
Sickle Cell Anemia	Provide mobile sickle cell testing facility	45,000
Legal Ombudsman	To address the problems in the criminal justice bail system	40,700
University of Detroit	- Summer preparation of inner city students for college	38,016
Drug Abuse Action Program	- Effective planning and coordination of drug programs	38,000
Industry Relocation Survey	- Study to determine attitudes of businessmen regarding location in Detroi	1 35,446
Consultant to D.P.D.	For implementation of Community Relations recommendations to Detroit Police Department	35,000
Economic Development Corp MC3	Assistance to minority contractors to obtain contracts,     funding, bonding, and management help	35,000
Detroit Recorders Court	Provide information on existing problems in the court system and its manpower needs	35,000
Concerned Citizens Organization	<ul> <li>A program to heighten citizen awareness of the critical problems that affect their general welfare and existence</li> </ul>	35,000
Broadcast Careers	- Motivate minority youngsters toward careers in media	34,772

		PROJECT
Ad Hoe Housing Study	Assess New Detroit's past involvement in housing and develop future directions	\$ 34,540
Black Police Officers Conference	- Examine unique problems of Black policement in all-day conference	33,150
School Decentralization	<ul> <li>Develop New Detroit position on decentralization of Detroit's schools</li> </ul>	32,500
Black Causes	<ul> <li>Solicit contributions from Black community to develop independent funds for urban projects</li> </ul>	30,765
Detroit Transit Alternative Runaway House	Provide temporary residence and counseling for runaways	29,882
Civic Issue Volunteer Information Council	Provide information on housing needs	27,602
Planned Parenthood League	- Expanded family planning services in inner city	27,072 -
Comprehensive High School Dental Service	Provide student dental care service as a pilot program with matching support	26,910
Aderaft Club - TV messages	- TV program of messages to promote racial understanding	25,998
State Commission on Public Assistance	- State study to develop more efficient social welfare program	25,000
Equal Justice Council	A city-wide group that monitors the criminal justice system, provides information, and advocates the cause of good police/community relations	25,000
UNICOM	Assistance to sustain existence of the United Community organization in the Puritan-Wyoming area	25,000
Project Evaluation Committee	- Evaluate existing urban programs	25,000
Quality Education Criteria	<ul> <li>To develop community discussion around the necessary criteria for quality education programs for all children</li> </ul>	25,000
Inner City Subcenters	Multipurpose community service centers operated by Wayne State University black students	24,114
Community on the Move	- Hire staff for grass roots action group in Tiger Stadium area	24,000
Wayne State University	- Building code violation study	23,485
Detroit Welfare Rights Organization	Organization of people receiving public assistance for self- improvement	22,492
University of Detroit - Urban Affairs Training	Upgrade public employees through education	20,750
United Community Services – New Career Training	- Training for unemployed	20,645
Delray United Action Council	Residential and industrial development of Southwest Detroit community	20,300
Board of Education - Community Participation	Develop community support for Magnet Plan through participation in dialogue and planning	20,250
NARCO	- Coordinating body for education and research on narcotics	20,049
Division of Vocational Rehabilitation	- Expand inner city rehabilitation services	20,000
C.H.I.L.D.	- Child care development center	19,450
Minority Contractors Development	- Train minority contractors to enter the mainstream of the construction industry	18,875

## project grants

		PROJECT
Eastside Magnet, Inc.	Provide community-aid programs and resources to eastside residents — Kercheval-Garland community	\$ 17,644
Consumer Research Advisory Council	- Provide consumer information programs	15,200
Cranbrook Schools - New Horizons	- Summer enrichment program	15,000
Neighborhood Beautification	Develop cultural interest by placing paintings and sculptures in neighborhoods	15,000
Vocational Education Plan	Study employment needs as basis for redesigning vocational education programs	15,000
Grassroots Organization Workers	Inner City citizens group seeking to improve the quality of life in Detroit's near westside community	15,000
Living with Art	- Provide outdoor murals, painting, and sculpture for public places	15,000
Drug Abuse Survey	<ul> <li>Support a state study of extent of drug abuse problem and possible solutions</li> </ul>	15,000
Riverside Civic Fund	Develop Kercheval youth and social services center	14,500
Citizens for Better Care	- Maintain the health and dignity of Detroit's senior citizens	14,000
University of Detroit	- Precollege business administration preparation	13,200
Leadership Conference on Welfare Reform	- Focus public attention on welfare issues	12,700
Semi-Quois	Neighborhood improvement and employment program (Seminole- East Warren community)	12,640
Suburban Action Center 1968	- Promote attitude changes on race relations	12,500
Protestant Community Services	- Services to teen-agers and retirees in Moore community	12,000
Northend Concerned Citizens Community Council	- Grass roots community organization concerned with community problems of Detroit's "North End"	11,800
Detroit Metropolitan Orchestra	Integrated symphony orchestra providing free concerts and promoting racial harmony	11,000
Annual Report	- Detroit progress report	11.000
Department of Social Services Training	<ul> <li>Provide incidental expenses for aid to recipients enrolled in training programs</li> </ul>	10,000
Police Athletic League	- Provide team sports for inner city youngsters	10,000
Afro-American Community Services	Develop youth serving program in inner city	7,648
Wayne State U Det. Police Dept.	Police intragroup dialogue - improve black/white relations	7,606
Other - Inception through December 31, 19	71 (316 projects) and 1972 (256 projects)	687,387

### TOTAL PROJECT GRANTS \$14,719,217

INCEPTION THROUGH DEC. 31-1971	1972	TOTAL SINCE INCEPTION
412 214 214	22 222 222	012/12/0
		\$17,647,695
		450,099 650,000
		No. of Concession, Name of Street, or other Party of Street, or other
\$16,456,360	\$2,291,434	\$18,747,794
		Process of the
		\$14,719,21
	100,000*	650,000
		300,000
		1,964,554
458,340	143,985	602,325
\$15,819,924	\$2,416,172	518,236,096
\$ 636,436	\$ 124,738**	\$ 511,690
	THROUGH DEC. 31-1971 \$15,313,765 392,595 750,000 \$16,456,360 \$12,947,350 750,000 300,000 1,364,234 458,340 \$15,819,924	THROUGH DEC. 31-1971  \$15,313,765 \$2,333,930 392,595 \$7,504 750,000 \$16,456,360 \$2,291,434  \$12,947,350 \$1,771,867 750,000 100,000* 300,000 1,364,234 458,340 458,340 143,985 \$15,819,924 \$2,416,172

### "a better place to live"



TO CONCLUDE THIS REPORT... we would like to inform you of some of the major activities New Detroit is engaged in during the present year. To do so, and to share with you some of the feelings and the atmosphere "Inside New Detroit", we will end this report with a condensed reprint of Fr. Malcolm Carron's initial address before the New Detroit Board of Trustees at the beginning of this year, outlining our major priorities for the current year.

As your new chairman, it's my responsibility to present you with an outline of New Detroit's priorities for 1973. As you know, each year our individual operating committees list their objectives in order of importance, so each will have a specific set of goals for the year.

We now have 14 operating committees and they have listed \$4 specific objectives for 1973, For some time now, we have found it necessary and helpful to narrow this list down, identifying four or five major priorities based on the issues or areas of greatest concern to the community. This process, given the complexity and inter-relatedness of our basic social problems today, tends to have a funneling effect. That is, all the goals identified by our various committees can be seen as directly or indirectly supportive of one or more of our major priorities.

### PAST ACHIEVEMENTS

Before we get too far into plans for this year, however, I would like to share with you a few thoughts on what, how much and how well we have done over the past five and a half years.

As most of you know, I am a charter member of New Detroit's board. I've been chairman of both the education and community relations committees, and I personally feel that I have a fairly inclusive and comprehensive knowledge of what this organization is all about. But, my decision to accept this chair position necessitated a thorough review of this thing we call New Detroit, and I discovered that being a charter member doesn't guarantee that one will have a complete understanding of what this organization has accomplished, or a thorough knowledge of the number and variety of programs and activities we have funded or supported in our efforts to make this city a better place to live.

An image survey conducted for us by Market Opinion Research last year about this time, showed that this organization has a pretty good awareriess factor. That is, many people recognize the name, "New Detroil" (58% in the white community and 41% in the black community). But it also revealed that a great many of those even, don't really know what we are, what we are supposed to be doing or what we have done.

And I wonder . . . how can we expect understanding, cooperation and support from the general public when, in all likelihood, this operation is so broad and diversified that many of our own board members are unaware of some of the things we are doing and many of the things we have done?

How would each of you fare on an examination, asking you to recount the things New Detroit has done or, perhaps more important, tried to do, in the areas of education, employment and economic development, housing, health care, and all the other areas we've been involved in.

Do you remember the role New Detroit played just after the civil rebellion in the creation of special programs to hire the "hard-core unemployed" . . . as they were called in those days.

Much of that effort was lost when the nation's economy began to falter shortly thereafter. It B true that the unemployment rate in the inner-city is even higher today than it was in the summer of 1967. But, as a result of those special programs, how many hiring policies were changed, and how many new and more creative training and development programs were started.

More importantly, how many assumptions were challenged and attitudes changed about the ability and willingness of disadvantaged individuals to become involved in more productive life styles.

I also feel good about the cold lunch program we conceived, to ensure that inner-city children in schools without kitchens would have at least one balanced meal a day.

I found out more about how the three million dollars funncled through our economic "arm", the Economic Development Corporation, has helped to encourage and support minority business efforts.

I was reminded also that New Detroit was largely responsible in making it possible for inner-city businesses to get fire and theft insurance . . . at a reasonable cost. We also granted one million dollars to help Detroit General Hospital save its accreditation in 1969 . . because a lot of people depend on that facility for even the most basic health care needs. So too, a lot of people now depend on Wayne County Community College for their higher education needs. We spent over \$400,000 and a great deal of time and staff resources to help bring this new college into existence, then helping it to survive.

### "a better place to live"



I could go on and on, detailing how we've invested over eighteen million dollars in Detroit over the past five years . . . but that would be unnecessary, nor would it further the point I'm trying to make. The fact that many are not aware of what New Detroit is, or what we do is no great surprise. We decided in the beginning to assume a low profile, cooperating with, and supporting the efforts and programs of existing organizations and agencies . . . or, helping to create new ones where the need is apparent.

Obviously this was not entirely a selfless decision. There were already existing institutions and agencies set up to deal with the problems responsible for the outburst in 1967, overcrowded living conditions, police butality, poor housing, lack of jobs, poverty, and anger with businessmen.

### NEW DETROIT'S ROLE

As we well know, New Detroit has no authority to "tell" any public servant how to do his job or to "order" an organization to become more responsive to the public it serves, Instead, the function of this coalition of citizens is to bring together the concerns and ideas from all sectors of the community, in an effort to find the best thinking on ways to improve the quality of life in this city...and then to help existing or new organizations deliver the appropriate services.

My feeling here is not that we should make any sudden transition, from a low to a high profile, or that we should go around trumpeting our accomplishments.



But, it seems apparent to me that, with all we hear about what is bad and negative in Detroit, maybe New Detroit ought to give greater emphasis to one of our most important, though often overlooked, objectives: to stimulate and maintain the atmosphere of cooperation and enthusiasm necessary to build a truly new and better Detroit.

I certainly recognize the danger in over-emphasizing what is good with this city, or this society, while possibly ignoring the plight of the underprivileged and oppressed. But, there is also the danger, when we concern ourselves only with what is wrong and dammable, that we will convince ourselves and others that the struggle is impossible.

Just as an individual with a negative self-image may tend to be self-destructive and unable to take advantage of his full potential, an entire city or region can indulge in the same kind of counter-productive feeling and thinking.

Another important point; how did the public perceive New Detroit, and what were the public's expectations... back in 1967? At that time, reinember, we were called the New Detroit "Committee" many people have some fairly distinct feelings about what a committee is, as opposed to an organization or an institution. After all, committees are usually formed temporarily to provide solutions to specific problems.

Many people, as we soon found out, felt that this somewhat diversified, but prestigious, group of people would be able, and in fact was obligated, to find immediate solutions to longstanding problems.

### CHANGING CONDITIONS

To make a useful assessment of New Detroit and the progress we have made as a city over the past five and a half years, we must recognize three things: first, efforts to improve local conditions are almost always related to and affected by conditions at the national level. Secondly, solutions to problems of a social nature, more often than not, produce or uncover new problems. Thirdly, emerging theories of social problem solving suggest that effective and lasting solutions demand the involvement of those experiencing the problems.



We couldn't predict or control fluctuations in the national economy five years ago, when we helped launch the campaign to hire disadvantaged workers. Nor could we anticipate the developments which would largely undermine our efforts to provide low and moderate cost housing.

The concept of "scattered site housing" and "mass produced modular homes" proved to be impractical and still too costly for our purposes... after we had spent over four million dollars to support the development of new housing programs.

These are examples of the way change is affecting this society, and our efforts to solve our most basic social problems. Our actions are constantly subject to: changing conditions, changing levels of awareness, and changing attitudes.

It seems, then, that New Detroit and other agencies concerned with solutions to our most pressing social problems, must do a better job of anticipating and predicting changes in the factors which affect social conditions. And this point leads me to the heart of our subject matter . . how can we best spend our time, our money, and our other resources in the year ahead?

#### MAJOR OBJECTIVES

Last year we identified five major program areas as organizational priorities:

EDUCATIONAL FISCAL REFORM— where we are still pushing for sweeping reforms in school financing policy that will provide an equal opportunity for all students to receive a quality education.

DRUG ABUSE — where we have now begun to develop more comprehensive and coordinated methods for combating this growing and critical problem. New Detroit helped form and launch the Detroit-Metropolitan Drug Abuse Council late last year.

UNEMPLOYMENT — where we are participating in an unprecedented attempt to resolve and correct the causes for the city's unusually high unemployment rates. The Action Program Against Unemployment is sponsored jointly by Detroit Renaissance, New Detroit, and the Greater Detroit Chamber of Commerce,

HOUSING – where we are seeking new approaches in the private and public sectors to meet the housing needs of low and moderate income families.

REVENUE SHARING — where we have vigorously supported efforts to increase the level of state and federal participation in resolving the pressing financial problems of our major cities.



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We also identified three overall priorities which cut across committee lines and have import for all New Detroit activity.

They were

THE URBAN ACTION NEEDS ANALYSIS PROJECT (UANA) — a programmatic attempt to identify those things necessary to provide an acceptable standard of living for the citizens of Detroit, Highland Park, and Hamtramck and to determine the cost of providing each,

CHARTER REVISION — a coordinated multi-media campaign to increase citizen awareness of and participation in the revision of our 54-year-old city charter, and

A CLEANER DETROIT CAMPAIGN - the push for a concerted effort to clean up the city so all residents can enjoy a safe, healthy environment.

### "a better place to live"

#### 1973 PRIORITIES

This year we are proposing only two changes in the aforementioned priorities. Revenue sharing will be removed from our list of major priorities, and replaced by an effort to improve police-community relations, and (a new program) the Urban Resources Monitoring Project will replace the Cleaner Detroit Campaign on our list of overall priorities:

Again, these changes reflect two very important points:

- the persistence of our most basic social problems is reflected in the fact that our priorities don't change greatly from year to year, and
- (2) as 1 mentioned earlier, variables which determine the effectiveness of our social problem solving efforts are largely beyond our control... therefore we have an increasing need to identify these variables and to anticipate future changes which might affect the success of specific programs.

#### URBAN RESOURCES MONITORING PROJECT

As was stated earlier in this report, revenue sharing will not be a major priority this year. But our activities related to that subject will be expanded through the Urban Resources Monitoring Project, which has two basic objectives:

- (1) to monitor legislative activity at all levels of government, and
- (2) to keep New Detroit and the community constantly informed of the sources and funding criteria for resources available to support effective programs aimed at critical community needs.

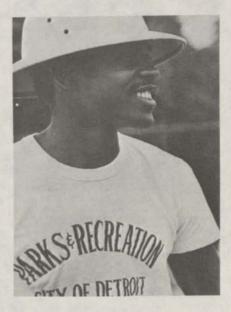
The need to stay abreast of government program developments, and for identifying resources, has always existed. But recent program, policy and budget changes in Washington have certainly raised that need to a priority level.

### POLICE COMMUNITY RELATIONS

Replacing revenue sharing on our list of major priorities will be a concentrated effort by our Public Safety Committee to improve police-community relations. The need in this area has never been more obvious, nor the challenge greater.

We must do all we can to ensure that every citizen enjoys equal protection under the law . . and, we must also do what we can to promote mutual respect and cooperation between our law enforcement agencies and the citizens they are charged with expectations.

Our second change in priorities for 1973, is again, related to revenue sharing. The goal we set last year to mount a Cleaner Detroit Campaign will have to be suspended until city government has been able to assess, and adjust to, changes in local programs as affected by cutbacks in the federal budget.



As you see, New Detroit's task, and the basic problems we face, have remained quite constant over the years. What has changed is the manner and effectiveness with which we approach them.

For instance, the Urban Resources Monitoring Project is simply a programmatic approach to something suggested by my predecessor, Lynn Townsend, at last year's annual meeting.

Mr. Townsend predicted at that time, "because most institutional changes result from legislative action, New Detroit will have to improve its ability to monitor, and hopefully to influence decision-making processes at the federal, state and city levels so the interests of the Detroit area will be better served.

"What this means," he said, "is that we must make New Detroit more perceptive of the changing needs of a changing city."

Mr. Townsend also cautioned that, "... it is important that we clearly establish both in our own minds, and in the minds of the community, what New Detroit's role is to be. It is not, and cannot be the total solution to this city's problems."



The wisdom of those words, spoken more than a year ago, is more apparent than ever today. Like Joe Hudson, Max Fisher, Bill Day, and Stan Winkleman, before him, Lynn Townsend provided this organization with the highest of leadership qualities. And I will make every effort to serve you in that tradition.

### PERSONAL THOUGHTS

The head of any organization has the right to periodically project some of his own special theries in his work with others...if he can get away with it. And now I want to share some very perional feelings with you.

New Detroit has done a good job. But New Detroit has not done every job. Much remains to be done, and some of the work is never finished . . . some problems never fully resolved.

As an educator, I am fairly well conditioned to the idea that genuine change takes time... and that one may not even live to see the fruits of his own work. New Detroit is concerned with the causes, not simply the symptoms of our basic social problems. The kinds of efforts we must engage in are often not "headline" material.

We live in a city which is now accustomed to ten-day sales reports, and rapid results in the market place. But we simply must take a longer view of things when it comes to effecting social change involving the interaction of millions of human beings s. . all the while being careful not to diminish our obligation to move quickly and zealously.

As this year's chairman, I would also like to see New Detroit use its ability and resources to unify people at all levels ... continuing to achieve practical, daily advancement in the true nature of the coalition concept ... while minimizing the thetonic and posturing, that too often masquerades as communication.

I have a deep conviction that men of good will... reasoning together... can prevail, and that their unity will produce the power that brings success.

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Over the past five and a half years, we have explored and continuously wresteld with the critical problems of this city. We have experienced anger, bitter disagreement among ourselves, and extreme frustration at many points along the way. But I firmly believe that those who have worked with us, and many who have been touched by the experience that is New Detroit, now have a much better understanding of what, who and how much it is going to take to build a truly new Detroit.

The rebirth of a city must come not only from bricks and mortar, from the employment of human resources... but also from the moral and spiritual strength of our people. If we are found wanting in those latter dimensions, none of the other things we do will generate the good life we want for this community.

#### THE CHALLENGE

In closing, I want to thank each and every one of you for your willingness to serve this community. I will be counting heavily on your support in the coming year. New Detroit is just a little over five-and-a-half years old now, and I'm sure many people feel, as many of you might from time to time, that New Detroit may become exhausted, well before our job is finished.

But I honesty feel that we are just beginning to hit our stride. The first leg of our journey has been difficult, trying and Instrating. But it has also broadened our perspective and our understanding, providing us with the insight and experience necessary to complete our task. Whether or not we have the stamina to continue, depends on our collective determination to linish the job we have began.

Remarks by The Reverend Fr. Malcolm Carron, S.J., President of the University of Detroit, and Chairman of the Board, New Detroit, Inc. Presented at the March 1, 1973 Meeting of New Detroit's Board of Trustees

## the board of trustees of new detroit, incorporated

#### MEMBERS OF THE COALITION

The By-Laws provided for 63 members of the Board of Trustees. There are currently 59 members

1/3 of the members are elected each year for a three year term, with vacancies created by resignation or death filled by appointment

The trustees elect their own chairman of the board from among their members, and each board member serves on one or more of the standing and ad hoc committees.

The makeup of the Board represents the coalition concept which is the basis of New Detroit. An analysis of the board membership reveals that approximately 40% are members of minority groups, 60% of the members live within the City of Detroit, 40% of the members are identified with corporations of the business world with seven from manufacturing, and three each from utilities, retailing, and banking and finance. Nearly another 40% might be defined as professionals, including doctors, attorneys, educators, clergy associal service administrators. There are lessor but nearly equal numbers in each of the categories of community representatives, students, union officials, and public office holders. 12% of the members are women.

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## Executive Vice President: Robert W. Spencer New Detroit, Inc.

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### Ad Hoc Charter Revision Robert Hastings, Chairman

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Fundishi Mpatanishi

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Rev. Frederick G. Sampson

Marc R. Shelton

Howard Sims President Howard Sims & Associates

The Honorable Peter B. Spivak Wayne County Circuit Court

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Lynn A. Townsend Chairman of the Board Chrysler Corporation

Ms. Carolyn Tujaka

Thomas Turner President Detroit AFL-CIO

Glenn E. Wash
President
G.E. Wash Construction, Inc.

Mrs. Jean Washington

Reginald Wilson, Ph.D. President Wayne County Community College

Stanley J. Winkelman President Winkelman Stores, Inc.

Jack Wood Secretary-Manager Detroit & Wayne County Trades Council

Leonard Woodcock President United Auto Workers

Floyd Wylie, Ph.D. Administrative Director Highland Park Mental Health Center

Sen. Coleman A. Young Michigan State Senate

#### APPENDIX 4

### GOOD NEIGHBORHOOD PROGRAM

of Alameda

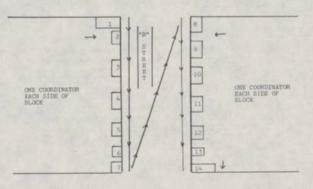
PROTECT YOUR HOME, NEIGHBORHOOD AND FAMILY



#1 AND # 8 WILL BE LISTED ON "A" STREET ALSO, WHEN ORGANIZED OTE: ALL CORNER HOUSES, NO MATTER WHAT STPEET THEY FACE, MUST BE LISTED ON EACH STREET ORGANIZED

#1 AND #14

"A" STREET



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NEIGHBOR
UNTIL I HAVE
WALKED
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HIS
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"C" STREET

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#7 AND #14 WILL BE LISTED AGAIN ON "C" STREET WHEN ORGANIZED COOPDINATORS JOB IS TO KEEP HIS SIDE OF BLOCK ORGANIZED AND PAGE ON IMPORTANT INCOMMATION

MOOTH NEITHENTHAND IT DOT AND

### GOOD NEIGHBORHOOD PROGRAM

#### PROTECT YOUR HOME, NEIGHBORHOOD AND FAMILY

Treasurer William Trumillo 522-7577 2305 Alameda Ave., Alameda, California 94501 522-9588 / 522-7626

Secretary Mary Rednou

Founder William V. Thomas 534-1302

Publicity & Public Relations Margaret Spuriock

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#### WHAT IS THE ALAMEDA GOOD NEIGHBORHOOD PROGRAM?

GOOD NEIGHBORHOOD PROGRAM IS A WAY TO PREVENT CRIME THROUGH FRIENDSHIP.

ITS PURFOSE IS TO CREATE ALERT NEIGHBORHOODS BY TEACHING SIMPLE CRIME
PREVENTION STEPS. IN MOST CRIMES THERE ARE UNSUSPECTING WITNESSES,
UNSUSPECTING BECAUSE THEY ARE NOT FAMILIAR WITH PEOPLE AROUND THEM.

THE GOOD NEIGHBORHOOD PROGRAM WILL ENABLE YOU TO BECOME FAMILIAR WITH
YOUR NEIGHBORS: KNOWING WHO WORKS DAYS, WHICH CARS BELONG WHERE, RECOGNIZING PEOPLE WHO BELONG IN THE AREA AND THOSE WHO DO NOT. ONCE BEGUN,
THE GOOD NEIGHBORHOOD PROGRAM CAN BE A SOURCE OF ALL ASPECTS OF CRIME
PREVENTION AND COMMUNITY RELATED INFORMATION. THIS PROGRAM HAS THE
APPROVAL OF POLICE CHIEF RICHARD YOUNG AND THE ALAMEDA POLICE DEPARTMENT.

#### HOW PROGRAM FUNCTIONS

VOLUNTEERS MADE UP OF REPRESENTATIVES OF COMMUNITY ORGANIZATIONS SUCH AS LODGES, CLUBS, P.T.A., BUSINESS, INDUSTRY, CHURCHES, ETC. WILL ACT AS THE CENTER BOARD FOR THE PROGRAM. FOLLOWING FORMATION OF THE PROGRAM THROUGHOUT THE CITY, THIS BOARD WILL MEET APPROXIMATELY ONCE EVERY THREE MONTHS OR MORE OFTEN, SHOULD NECESSITY ARISE. THE CITY IS DIVIDED INTO FOURTEEN DISTRICTS. A VOLUNTEER WILL ACT AS SUPERVISOR IN EACH OF THE DISTRICTS WITH FOUR ASSISTANTS. THE SUPERVISOR AND HIS ASSISTANTS WILL HAVE THE NAME, ADDRESS AND TELEPHONE NUMBER OF EVERY BLOCK COORDINATOR IN HIS DISTRICT SO THAT IN CASES OF EMERGENCY, THE POLICE OR FIRE DEPARTMENT CAN NOTIFY THE SUPERVISOR WHO, WITH THE AID OF HIS ASSISTANTS, CAN ALERT AN ENTIRE AREA IN A SHORT TIME. MEETINGS WILL BE ANNOUNCED IN ALAMEDA TIMES STAR COMMUNITY CALENDAR.

### HOW DO YOU START THE GOOD NEIGHBORHOOD PROGRAM ON YOUR BLOCK?

CONTACT YOUR NEIGHBORS, ARRANGE A DATE, PLACE AND TIME FOR A FIRST MEETING. SELECT YOUR BLOCK COORDINATORS. CATHER INFORMATION ON EACH HOME- NAME, ADDRESS, TELEPHONE NUMBER, INVALIDS OR ELDERLY IN FAMILY. THIS INFORMATION SHOULD BE DUPLICATED AND GIVEN TO ALL BLOCK RESIDENTS FOR ADEQUATE INFORMATION WHEN REPORTING SUSPICIOUS ACTIVITY TO THE POLICE OR FIRE DEPARTMENTS. BUSINESS DISTRICTS ORGANIZE THE SAME AS RESIDENTIAL BLOCKS. APARTMENTS WILL HAVE ONLY ONE LISTING ON THE BLOCK STREET. THE MANAGER. MANAGERS WILL LIST THEYSELVES AS COORDINATOR FOR ALL HIS APARTMENTS. BLOCK COORDINATORS WILL GIVE THEIR NAME, ADDRESS AND TELEPHONE NUMBER TO DISTRICT SUPERVISOR. THIS INFORMATION WILL BE USED IN CASES OF BLOCK ALERTS OR CITY EMERGENCIES.

#### Good Neighborhood Program

PROTECT YOUR HOME, NEIGHBORHOOD & FAMILY
Promotes protection, friendship, cooperation
block by block across the nation.

POLICE DEPARTMENT - 911

FIRE DEPARTMENT - 911

THE ABOVE ARE EMERGENCY NUMBERS. FOR INFORMATION CALL 522-1221.

#### IMPORTANT SUGGESTIONS TO REMEMBER

- 1. LOCK ALL DOORS AND WINDOWS EVEN IF YOU ARE IN YOUR OWN YARD.
- WATCH FOR ALL SUSPICIOUS STRANGERS GOING IN OR ON NEIGHBORS OR YOUR PROPERTY.
- 3. WHENEVER YOU SEE A PERSON OR PERSONS, UNKNOWN TO YOU, CARRYING APPLIANCES SUCH AS TV SETS OR RADIOS, ETC., FROM A HOUSE, CALL THE HOUSE TO SEE IF THEY ARE AWARE.
- 4. TELL YOUR NEIGHBORS WHENEVER YOU WON'T BE HOME, ALSO YOUR COORDINATOR. IF FOR MORE THAN ONE DAY, NOTIFY POLICE ALSO.
- 5. POLICE ARE YOUR FRIENDS: WE MUST COOPERATE COMPLETELY. CALL THEM WHEN YOU HEAR OR SEE ANYTHING SUSPICIOUS. CALL THE PEOPLE AT FAR END OF BLOCK TO KEEP TRACK OF SUSPECTS.
- 6. WE CAN MAKE OUR HOMES AND LIVES SAFE ONLY SO LONG AS WE COOPERATE.
- 7. ALL TRUCKS, CARS, STATION WAGONS MUST COME UNDER CLOSE OBSERVANCE. GET LICENSE NUMBERS EVEN IF YOU AREN'T SURE OF WHAT THEY ARE DOING.
- 8. WRITE DOWN WEIGHT, HEIGHT, SKIN AND HAIR COLOR, CLOTHES, ETC. NOTICE THESE CAREFULLY FOR POSSIBLE LATER IDENTIFICATION.
- KNOW AND MAKE FRIENDS WITH YOUR NEIGHBORS. WE MUST MAKE THIS PLAN WORK OR OUR NEIGHBORHOODS WILL NOT BE SAFE TO LIVE IN.
- 10. IF ANY QUESTIONS, CALL YOUR COORDINATOR FIRST, YOUR SUPERVISOR SECOND. WE ARE ALL DOING THIS FREE OF COST SO PLEASE, EACH HOME MUST DO ITS PART. WE WILL ALL SHARE AN EQUAL LOAD. LET'S MAKE OUR NEIGHBORHOOD A MODEL FOR AMERICA TO FOLLOW.
- 11. REPORT TO POLICE FIRST, YOUR COORDINATOR SECOND, ANYTHING UNUSUAL.

OTHER SUGGESTIONS. KEEP FRONT AND BACK PORCH LIGHTS ON ALL NIGHT. HAVE AUTOMATIC TIMER FOR LIGHTS FOR BATHROOM AND LIVING ROOM WHEN AWAY. DO NOT STOP MAIL AND PAPER WHEN ON VACATION - ARRANGE FOR NEIGHBOR TO PICK THEM UP. MAINTAIN GOOD DOOR AND WINDOW LOCKS (DEAD-BOLT LOCK BEST). DO NOT PLACE KEYS UNDER MATS AND OTHER OBVIOUS PLACES; THAT'S THE FIRST PLACE A BURGLAR SEARCHES. NEVER ADMIT STRANGERS INTO YOUR HOME. HAVE SALESMEN IDENTIFY THEMSELVES. NOTIFY POLICE IMMEDIATELY IF A STRANGER COMES TO YOUR HOUSE AND ASKS FOR SOMEONE WHO DOESN'T LIVE THERE. COMPILE A LIST OF ALL YOUR VALUABLE ARTICLES, SERIAL NUMBERS, OR ETCH YOUR DRIVER'S LICENSE NUMBER ON THEM. YOUR NEIGHBOR IS YOUR BEST SECURITY, YOUR POLICEMAN YOUR ONLY HELP 24 HOURS A DAY. KEEP POLICE AND FIRE DEPARTMENT NUMBERS TAPED TO YOUR TELEPHONE.

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### Monte Rio residents organize

# A plan to curb burglaries

"Even if burgla's are not apprehended immediately, they can count on being apprehended eventually."

That was a prontine given by Monte Rio resident Michael Erickson following a meeting at his home Saturday night of 30 Bohemian highway homeowners who are fed up with the increase in home burglaries in their area.

with the increase in home burglaries in their area.

As a result of the meeting at Erickson's home, 5898 Boheri an hishway, the noighbors agreed to keep a look-out on each other's homes, including notifying each other homes, including notifying each other when they plan to be away from their homes for even a short time.

In addition, the reighbors, who exchanged keys to their criveways and relephone numbers at their meeting Saurday evening, will keep notations of all vehicles and persons passing their nomes, including license numbers, times, and descriptions of vehicles and their occupants.

Erickson also added that the group, which calls itself the Monte Rio Homeowners Protection Association, will use 'sophisticated surveillance equipment.' He streamed, lowever, that the association functions he a deterrent, and will rot attempt to apprehend criminals. All of the members present at the meeting pledged not to use any wea-

pons, but instead to notify the sheriff's office of any crimes or suspected crimes. Banically, the pregram is patterned after the nationwide Good Neighborhood Program founded by Oakland roofing contractor William V. Thomas. In Thomas' neighborhood, a block warden system resulted in 67 per cent arrests in its first year of operation. Thomas was present at the meeting to explain his program. After a lengthy discussion, the association adapted the Good Neighborhood Program to fit its needs and agreed to join it nationally.

Also present at the meeting was sheriff's inspector E.F. Wilkinson, who indicated that the sheriff's office would give its full cooperation to the association.

"We want to stress," said Brickson, "that we are not out to hound young people or people who dress differently, or people who wear long hair and beards, but we are trying to stop thievery in this area."

Erickson urged that homeowners in other rural areas begin a Good Neighborhood Program of their own. "The program requires very little extra effort once it's divided amone all the neighbors, he said. The association agreed to meet monthly, including regular meetings with the sheriff's office.

#### [From the Denver Post, June 19, 1969]

HOUSE-TO-HOUSE COOPERATION-"PAUL REVERE" ORGANIZES WAR ON CRIME

(By Dick Johnson, Denver Post Staff Writer)

Paul Revere comes to mind when you talk to William V. Thomas of Oakland, Calif.

The comparison may seem stretched, but like Revere, Thomas literally wants to save America—not from Redcoats but from bad characters in an urban society. He was in Denver Thursday to alert the citizenry to a way to fight crime and

recover some of the traditional American blessings.

Then off he went to Colorado Springs, shouting the alarm—so to speak.

He shouts through newspaper columns, and so far—in less than a year—he has managed to arouse enough good folk to give real hope for the success of his plan.

#### INCENSED BY ROBBERY

Thomas is a mild-mannered, 53-year-old roofing contractor whose home in an upper middle-class neighborhood of Oakland was burglarized last June 28 of \$2,200 in jewelry and cash. It made him so mad, he said, that he began to investigate the crime situation in his area.

He found that there was an average of 56 burglaries a month in the 11-block

area where he lives.

After discussing the problem with some of his neighbors—all of them trying to think of a solution—Thomas hit upon an organization patterned after the block-defense plans of World War II.

defense plans of World War II.

He called the organization "The Good Neighborhood Program," and it requires house-by-house cooperation, with a block warden in charge.

#### BURGLARIES DROP

Thomas got the program started in his 11-block neighborhood. He said that in the first month, burglaries dropped to 15. At the end of the second month, the number was two. Since that time, the program has been effected in a larger area embracing 8,000 homes, and to date there have been only four burglaries in the whole area, Thomas said.

Though side benefits—like improved understanding, better communication among neighbors, and more stable neighborhoods—come from the program,

Thomas has called specific attention to crime protection.

All citizens who join in the program are asked to take certain precautions:

Lock doors and windows; watch for strangers on property; call police if you see anyone you don't know carrying belongings out of a house; tell neighbors and warden when you won't be home; cooperate with police.

Get license numbers of suspicious vehicles in the neighborhood; write down descriptions of suspicious characters; know and make friends with all your neigh-

bors; report anything unusual to warden.

Thomas said the program—which he said is as effective for lower-income neighborhoods as for others—costs nothing except for printing the suggestions along with police and fire department phone numbers, for distribution to people participating. He makes no charge.

"This is my life project." he said.

[From the Seattle Post-Intelligencer, Aug. 5, 1973]

#### BLOCKS ORGANIZE TO BEAT CRIME

#### (By Don Carter)

Bill Thomas has an idea on how to prevent crime. He's proved it works. And he's spent five years trying to "sell" his plan—for free—to anybody who'll listen.

The Oakland roofing contractor was in Seattle last week for the Fraternal Order of Eagles convention, and used his spare time to promote his "Good Neigh-

bor Program" for neighborhood crime prevention.

The idea is simple. All persons living in residential blocks are asked to get together and meet each other. Then a "block coordinator" is named to head the group. The citizens watch each other's houses, let neighbors know when they're going away on trips or vacations, and generally report any suspicious persons or activity to the police and the block coordinator.

Thomas says he got the idea five years ago, shortly after his home was bur-

glarized of \$2,500 worth of possessions. He explains:

"I realized there was a problem with people getting to know each other. I didn't know my neighbors, and they didn't know me. The old districts were disrupted by World War II, and things haven't been the same since-people move around a lot more, and are more interested in buying things like TV sets than getting to know their neighbors.'

In his Oakland neighborhood, Thomas continued, 1800 residents have been introduced and organized. Five years ago, he said, there were an average of 56 burglaries a month in the area; in the four and a half years since his "Good Neighbor program" was started, there have been only 14 burglaries.

"Law enforcement can't do the job," Thomas says. "The police come after the crime has been committed. I'm not criticizing the police-but if you want them to really do something about the problem, you'd have to have a whole army of new police.

Thomas expands his philosophy to improve quality of life:

"When neighborhoods start to have (crime) problems, people start moving away, rather than staying to solve it. We all have to live somewhere, so everybody ought to start right now trying to make their own neighborhoods better places to live.

#### [From U.S. News & World Report, Mar. 23, 1970]

#### CITIZEN'S WAR ON CRIME: SPREADING ACROSS U.S.

Americans in many cities and towns are rallying to help their police halt the terrifying rise in crime.

Acting mainly on their own initiative, these citizens have inaugurated a variety of programs to protect themselves and their families and to aid in the detection and arrest of lawbreakers.

The U.S. Department of Justice and the American Bar Association recently announced the launching of a national campaign to stir up "citizen involvement in the war against crime.

In many places, however, citizens already have gotten a big jump on this organized movement.

From staff members of "U.S. News & World Report," you get the following picture of what is being done by citizen crime fighters around the country.

A return to neighborliness is credited with the success of a program originated by an Oakland businessman, William V. Thomas, It works this way;

Neighbors are urged to become acquainted with each other so that any strangers can be quickly spotted. Two "public-safety volunteers" are appointed for each block, one on each side of the street. Unfamiliar cars, trucks and repairmen are watched by all residents. If suspicions are aroused, the block volunteer is notified and he alerts police. No guns or uniforms are involved.

Before the program started 19 months ago there was an average of 56 burglaries a month in the Maxwell Park area. Since then there have been only seven-

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two of them in homes of people not participating in the program. "The basic idea is to be good friends and to be alert," says Mr. Thomas. "If you don't know your neighbors, you're not concerned. Many of us wanted privacy, so we stopped talking to our neighbors. This made it easy for the criminals to move in. Now we've got to redevelop the neighborliness that was common in this country 25 years ago."

When Actuarial Assistant Keith Younglund arrives home nights, he feels secure. He should . . . his neighborhood is the safest place in the nation—if

statistics mean anything!

Yet two years ago his part of Oakland—the Mills College area—was the scene of an average of 56 crimes a month.

Within a year the monthly crime rate dropped to an average of two . . . Keith had a lot to do with that.

About two years when neighbor William Thomas' house was burgled, Thomaswho lost some \$2,200 worth of household goods-was angry enough to call his neighbors together and set up a block-by-block crime prevention program,

Keith came out of that meeting a block warden, responsible for launching the

plan—dubbed the Good Neighbor Program—in his locality,
"The first thing we did," he explains, "was to circulate all the neighborhood
telephone numbers to each family on the block along with a rough diagram showing where everyone lives."

Each neighbor was assigned to "watch" the vicinity encompassing his neighbors to the right and left and those immediately across the street.

Latter day vigilantes?

"Not at all!" Keith will tell you. "Catching criminals is up to the police. We just keep a lookout for suspicious activities . . . what can't be explained, we report to the police!

"We don't chase people down . . . but we do pay attention to any trucks, station wagons, or other vehicles of any size in the area. And we record the license numbers of any we feel the police might be interested in checking out."

Strangers in the neighborhood always rate a second look, and their presence may be reported to local police if the circumstances seem to warrant it.

Keith points out, "It's common to see someone moving a television set out of the house. If you don't know the people who live there, you don't know whether you are watching a repairman or a thief at work and you hesitate to do anything.

"However, with the Good Neighbor Program in effect," he comments, "we're not at all hesitant on my block because we know each other pretty well. We just call the owner of the house to make sure he's there and knows what's

going on.

"Occasionally," he adds, "if someone parks on the street nearby without any apparent reason—and this has happened on my block several times—I wait thirty minutes and then ask what he's doing there. It may seem kind of nosey, but it gives me a chance to get a closer look at him . . . and the people I've talked to so far have either understood the situation or left the area rather quickly."

The program has entailed changing neighborhood habits. Keith says "We all lock our houses now, even if we're just going out in the yard. And we let our neighbors know when we're going on vacation, so someone will keep an eye on the house." We also make a point of turning on our porch lights to light up the

neighborhood a bit more."

For Keith, who spends several nights a week attending classes, the success of the program means he can feel easier about leaving his wife Jeanne and their two daughters home alone . . . and he adds, "We don't worry now about going off for a weekend and leaving the house unprotected. We know our neighbors will keep an eye on the place."

A program "plus" Keith adds. "is that we've all come to know our neighbors

much better, and we like our neighborhood more because of it."

Much of the new note of neighborliness stems from the sense of concern for one's neighbors the monthly get-togethers generate.

Membership is strictly voluntary, and no dues or other fees are assessed. Keith explains, "A member of the neighborhood is a member of the program . . . unless he absolutely refuses to participate." So far no one has.

Today the program has outgrown the neighborhood where it started. Founder Thomas, a roofing contractor, has helped other localities set up similar programs.

Locally, the Dimond Havencourt business district and the Montclair and Maxwell Park areas of Oakland are organizing their own Good Neighborhood Programs. The program is also attracting the scrutiny of concerned citizens in other parts of the country, and for good reason . . . as a grass roots effort to combat rising crime statistics nationally, it has a lot to offer. It works!

#### WHEN YOU ARE OUT

· Lock all outside doors and windows.

 At night, leave two or more lights on inside the house, plus the front and rear porches.

Leave a radio playing.
Shut the garage door.

 Don't place keys under mats, in mailboxes, under flower pots or other obvious hiding places.

#### WHEN YOU ARE ON VACATION

- Notify milk, newspaper, mail and other services to discontinue delivery during your absence.
- Arrange for lawn care and removal of advertising circulars.
- · Have neighbors check your home periodically.
- Notify the police when you leave and again upon your return. Patrol Division, 273–3455.

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· Light the Night.

#### WHEN YOU ARE AT HOME

- Keep outside doors locked.
- Install good quality door and window locks.
- · If you're working in the back yard, lock the front door,
- Never admit strangers into your home, under any pretext.

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